DOCUMENT RESUME

ED 206 960 CG 015 398

AUTHOR	Mathis, Patricia A.; Prokop, Ruth T.
TITLE	Sexual Harassment in the Federal Workplace: Is It a Problem? A Report of the U.S. Merit Systems Protection Board Office of Merit Systems Review and Studies.
INSTITUTION	Merit Systems Protection Board, Washington, D.C.
SPONS AGENCY	National Inst. of Mental Health (DHEW), Rockville, Md.
PUB DATE	Mar 81
NOTE	210p.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402 ($6.00).
EDRS PRICE	MF01/PC09 Plus Postage.
DESCRIPTORS	Employed Women; *Employee Attitudes; *Federal Government; *Government Employees; Individual Characteristics; Job Satisfaction; Prevention; Sex Differences; *Sex Discrimination; *Social Problems; Surveys; *Work Environment
IDENTIFIERS	*Sexual Harassment

ABSTRACT

This report represents the culmination of a year-long evaluation of the nature and extent of sexual harassment in the federal government. The various chapters explore the: (1) attitudes of federal employees toward sexual harassment; (2) extent of sexual harassment in the federal workplace; (3) characteristics of victims and perpetrators of sexual harassment; (4) perceptions and responses of victims to incidents of harassment; (5) impact of harassment on the victim and the dollar cost of sexual harassment to the federal government; and (6) views of federal employees regarding potential remedies and their effectiveness. The final chapter provides a summary of findings, conclusions and recommendations. The appendices contain the methodology, definitions, survey questionnaire, additional statistical analyses, official policy documents, agency actions, a literature review, and an annotated bibliography. (Author/NRB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

SEXUAL HARASSMENT IN THE FEDERAL WORKPLACE IS IT A PROBLEM?

ED206960

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

CG 015398

MARCH 1981

**A REPORT OF THE U.S. MERIT SYSTEMS PROTECTION BOARD
OFFICE OF MERIT SYSTEMS REVIEW AND STUDIES**

THE CHAIRWOMAN OF THE MERIT SYSTEMS PROTECTION BOARD

Washington, D.C. 20419

March 1981

THE PRESIDENT
THE PRESIDENT OF THE SENATE
THE SPEAKER OF THE HOUSE OF REPRESENTATIVES

Dear Sirs:

The Merit Systems Protection Board presents this report pursuant to a request by the Subcommittee on Investigations, Committee on Post Office and Civil Service, United States House of Representatives.

This report conveys the findings of a survey of the extent of sexual harassment in the Federal workplace conducted by the Board's Office of Merit Systems Review and Studies.

We urge your consideration of the facts presented here and the use of your good offices to ensure that the Federal personnel system is free from prohibited practices and honors merit principles.

Respectfully,
FOR THE BOARD

Ruth T. Prokop

Ruth T. Prokop
Chairwoman

PREFACE

A little over a year ago the Subcommittee on Investigations of the House Committee on Post Office and Civil Service asked the Merit Systems Protection Board to conduct a study to determine the extent, if any, of sexual harassment in the Federal workplace. This task was assigned to the Board's Office of Merit Systems Review and Studies (MSRS) which, at that time, was in its infancy—barely two months old with a staff of four.

The study of sexual harassment was to become a landmark study of a complex social issue with Federal-wide implications. To conduct such a study, MSRS had to develop systems to address the issues at hand and survey the entire Federal population in a manner honoring the scientific standards for a study of such scope.

My colleagues and I began to shape the project along the lines of the Congressional mandate in late December 1980. Daniel Wojcik, Associate Director for Operations, brought to the assignment his multi-discipline experience in personnel research, survey design and personnel operations. George Raub, the office's newly recruited Statistician-Computer Scientist was able to borrow from his previous Federal experience in analyzing complex data bases and began to set in place the myriad of systems required to ensure an unbiased analysis. Cynthia Shaughnessy was chosen to coordinate the day-to-day operations of this project, to contribute her substantial knowledge of Federal women's issues which had grown out of her leadership in the Federal Women's Program, and to oversee the drafting of the final report.

Our initial task was the development of a questionnaire to search out answers to the concerns raised by the Congress. Although several informal studies had been conducted in recent years, none of them met the standards we believed we must honor to ensure a balanced and objective review of this area of human behavior.

With this pioneership much in mind we sought the counsel of those experts we believed could contribute to our understanding. At the time we developed the questionnaire, Dr. Sandra Tangri, Dr. Martha Burt, and Dr. Leanor Johnson were identified as expert researchers in various aspects of sexual behavior and they took a brief leave of absence from The Urban Institute to help us identify the critical issues and develop the questionnaire. During this phase of the project, Dr. Suzanne S. Ageton of the Behavorial Research Institute of Boulder, Colorado, Dr. Hubert Feild of Auburn University and Dr. Barbara Gutek of the University of California at Los Angeles gave us the benefit of their research experiences as did many others.

Over 20,000 Federal employees completed the questionnaire—an 85% response rate which far exceeded the minimum standards for reliability. Once the results were tabulated and analyzed a preliminary report of the statistical results was presented to the Subcommittee on Investigations of the House Committee on Post Office and Civil Service on September 25, 1980.

Our final report identifies sexual harassment as an important concern in the workplace. Although we know of no comparable research in the private sector, our findings in the Federal study—that people of all ages, salary levels, education backgrounds and hometowns are potential victims—lead us to the observation that sexual harassment cannot be uniquely associated with Federal employment. We encourage private sector understanding of other employee experiences with sexual harassment and encourage private sector leaders to pursue a comparable course of self-analysis as the first step in eliminating this form of sex discrimination.

Patricia A. Mathis
Director, Office of Merit Systems Review
and Studies

4

ACKNOWLEDGEMENTS

The senior group identified in the Director's Preface was supported by dozens of Federal employees and private citizens who contributed their experiences and ideas.

The National Institute of Mental Health provided its early support by helping us enlist able researchers and by providing the initial funding support for the questionnaire development.

Before the questionnaire was developed, an advisory panel was convened to define critical issues and explore alternative study approaches. These advisors included: Mr. Louis Nunez, U.S. Commission on Civil Rights; Ms. Ellis McNeil, Office of Personnel Management; Mr. Robert Walker, Equal Employment Opportunity Commission; Dr. Hubert S. Feild, Jr., Auburn University; Ms. Stewart Oneglia, U.S. Department of Justice; Mr. Willard Mitchell, U.S. Department of the Air Force, Ms. Louise Smothers, American Federation of Government Employees; and Ms. Freada Klein, Alliance Against Sexual Coercion.

Assistance in the preparation of the preliminary report to the Congress of the results of the study in September 1980 was provided by Dr. Barbara Kaster of Bowdoin College and Dr. Carol Duncan of Maine Medical Center.

The legal commentary of current case law for this report was prepared by Susan Cornelius under the supervision of Stewart Oneglia, U.S. Department of Justice.

Additional research, writing, and editing was provided by Sherrell Varner and Carolyn Heinrich of the Blue Pencil Group, Reston, Virginia.

Several members of the Office of Merit Systems Review and Studies were central players at various stages of this project. Dr. Joel D. Chananie developed the model for estimating the cost impact of sexual harassment; a team of support staff headed by Gene Browning, included Elaine Latimer, Margaret Wilson, Sandra Stewart and Karen Elliott; Mercer Jones of the Board's Office of Legislative Counsel provided audio-visual assistance for the Congressional testimony.

We were also assisted by the following individuals who gave us their advice and assistance in the design, implementation, and reporting of this study: Daniel M. Geller, Department of Psychology, George Washington University; William A. Blakey, U.S. Department of Health, Education, and Welfare; Emilio Abeyta, U.S. Department of Justice; Rosemary Storey and Todd Buchta, Committee on Post Office and Civil Service, U.S. House of Representatives; Dr. Nancy Barrett, U.S. Department of Labor; Diane Herrmann, Office of Personnel Management; Donald Moore, U.S. Department of Treasury; Dr. Philip A. D. Schneider, Office of Personnel Management; Dr. John Dirkse, George Washington University; Mary Jo Aagerstoun, Small Business Administration; Betty Hart, Connie Price, and Dr. Sandra Carey, U.S. Department of the Navy; Mary Ann Largen, New Responses, Inc.; Dr. Gloria Levin, National Institute of Mental Health; and Leonard Slobodin and Betty Caplis of the MPSB Chicago office.

CONTENTS

EXECUTIVE SUMMARY 1

1. INTRODUCTION 19
   - Review of Relevant Case Law 20
   - Survey of the Literature 21
   - Major Views of Sexual Harassment 21
   - Study Design 22
   - Disclaimers and Cautions in Interpreting the Data 23
   - Presentation of the Report 23

2. VIEW OF FEDERAL WORKERS TOWARD SEXUAL HARASSMENT 25
   - Federal Workers' Definition of Sexual Harassment 26
   - Motives and Sensitivity to Sexual Overtures 28
   - Different Behavior Is Expected of Supervisors 30
   - Federal Workers' Attitudes Toward Sexuality in the Workplace 30
   - Conclusion 32

3. EXTENT OF SEXUAL HARASSMENT IN THE FEDERAL WORKPLACE 33
   - Sexual Harassment Is Widespread 34
   - Women Are Sexually Harassed More than Men 36
   - Most Forms Of Harassment Are Common 36
   - Sexual Harassment Occurs Repeatedly 38
   - Incidents May Last Several Weeks or More 38
   - Sexual Harassment Is No Worse in Federal Workplace 39
   - Conclusion 40

4. VICTIMS OF SEXUAL HARASSMENT 41
   - Several Personal Characteristics Are Related to Sexual Harassment 43
   - Several Organizational Characteristics Are Related to Sexual Harassment 46
   - Other Organizational Characteristics Showed Little Relationship with Sexual Harassment 52
   - Victims See Their Work Environments Differently Than Nonvictims 54
   - Conclusion 54

5. PERPETRATORS OF SEXUAL HARASSMENT 57
   - Harassers of Women Are Strikingly Similar 58
   - Harassers of Men Also Are Similar 60
   - Experiences of Men and Women Differ 61
   - Some Harassers Reported on Themselves 61
   - Conclusion 62

6. INCIDENTS OF SEXUAL HARASSMENT 63
   - Fear of Penalties and Expectation of Rewards 64
   - Assertive Responses Are the Most Effective 67
   - Talking with Others 69
   - Few File Formal Complaints 71
   - Response of Management 71
   - Conclusion 74

7. IMPACT AND COST OF SEXUAL HARASSMENT 75
- Sexual Harassment Is Costly to the Federal Government 76
- Work Situation of Most Victims Did Not Change 79
- Well-Being and Morale of Many Victims Suffered 79
- Victims Judged Their Own Work Performance and Productivity to Be Unaffected 82
- Victims Also Judged Their Workgrops to Be Unaffected 84
- Conclusion 84

8. AWARENESS OF REMEDIES AND THEIR EFFECTIVENESS 85
- Awareness of Formal Remedies Is Not Great 88
- Formal Remedies Are Not Seen as Effective 88
- Assertive Informal Remedies Are See as Most Effective 93
- Management Can Help 94
- Conclusion 95

9. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS 97
- Summary of Findings 97
- Conclusions 99
- What Is the Nature of Sexual Harassment? 101
- Implications 102
- Recommendations 102

APPENDICES

- A. Methodology A-1
- B. Definitions of Terms B-1
- C. Survey Questionnaire and Cover Letters C-1
- D. Additional Statistical Analyses D-1
- E. Official Policy Documents E-1
  - 1. Memoranda of Understanding E-2
  - 2. Office of Personnel Management Policy Statement and Definition of Sexual Harassment E-7
  - 3. Equal Employment Opportunity Commission Guidelines on Discrimination Because of Sex E-9
  - 4. Equal Employment Opportunity Commission Instructions for Prevention of Sexual Harassment in the Workforce Plans E-11
- F. Agency Actions Regarding Sexual Harassment F-1
- G. Survey of the Literature G-1
- H. Annotated Bibliography H-1

TABLES

- 2.1 Sexual Attitudes 29
- 4.1 Characteristics of Federal Workers Most Likely To Be Sexually Harassed On the Job 42
- 4.2 Incidence Rate of Sexual Harassment In Each Agency 47
- 4.3 Perceptions of Work Environment 55
- 7.1 Costs of Sexual Harassment 77
- F.1 Summary of Agency Actions Regarding Sexual Harassment as of September 1980 ..... F-3
- F.2 Summary of Actions Regarding Sexual Harassment Taken by 17 Agencies Named in Survey Questionnaire as of September 1980 ..... F-4

FIGURES

2.1 Definition of Sexual Harassment 27
3.1 Overall Incidence Rate of Sexual Harassment 34
3.2 Incidence Rate of Sexual Harassment Among Women and Men 35
3.3 Incidence Rate Among Various Forms of Sexual Harassment 37
3.4 Frequency of Sexual Harassment Incidents 39
4.1 Age of Victims 43
4.2 Marital Status of Victims 44
4.3 Education Level of Victims 45
4.4 Racial and Ethnic Background of Victims 45
4.5 Geographic Location of Victims 48
4.6 Annual Salary of Victims 49
4.7 Job Classification of Victims 50
4.8 Traditionality of Jobs of Victims 51
4.9 Sex of Supervisor(s) of Victims 51
4.10 Sexual Composition of Victims' Work Groups 52
5.1 Sex of Harasser 58
5.2 Age of Harasser 58
5.3 Marital Status of Harasser 59
5.4 Ethnic Status of Harasser 59
5.5 Organizational Level of Harasser 60
5.6 Has the Harasser Bothered Others at Work? 60
6.1 Perceived Penalties for Not Going Along 65
6.2 Perceived Benefits for Going Along 66
6.3 Narrators' Informal Responses to Sexual Harassment 68
6.4 Parties Contacted by Narrators 70
6.5 Narrators' Formal Responses to Sexual Harassment 72
6.6 Organizations' Responses to Formal Actions Taken by Narrators 73
7.1 Changes in Narrators' Work Situations as a Result of Sexual Harassment 80
7.2 Impact of Sexual Harassment on Narrators 81
7.3 Impact of Sexual Harassment on the Morale and Productivity of Narrators' Immediate Work Groups 83
8.1 Awareness of Formal Remedies 87
8.2 Reasons For Not Taking Formal Action 89
8.3 Perceived Effectiveness of Formal Remedies 90
8.4 Perceived Effectiveness of Individual Actions 92
8.5 Perceived Effectiveness of Management Actions 95

8

Executive Summary

This Executive Summary provides in condensed form a summary of major recommendations and a review of the major findings on the views of Federal employees about sexual harassment, the extent of sexual harassment in the Federal workplace, a description of characteristics of victims and perpetrators of sexual harassment, a discussion of the perceptions and responses of victims to their incidents of sexual harassment, the impact of the behavior on the victims and the estimated dollar cost of sexual harassment to the Federal Government, and views of Federal employees about potential remedies and their effectiveness.

The full Final Report represents the culmination of approximately one year of original research and evaluation of the nature and extent of sexual harassment in the Federal Government. This study is the first scientifically controlled survey of this depth and breadth ever to be conducted on the subject of sexual harassment. To our knowledge it is also the first of its kind to be conducted with the full cooperation of the employer—in this case the Federal Government.

The full report contains many recommendations that can be implemented by agency heads quickly and at relatively minimum cost. Copies of this study should be made available to all agency personnel offices, training officers, Equal Employment Opportunity officers and Federal Women's Program managers, to aid implementation of the recommendations.

Background

> "Managers should be put on notice that a 'boys will be boys' atmosphere will not be condoned in any Federal agency." James M. Hanley, former Chairman, Committee on Post Office and Civil Service, U.S. House of Representatives.

In recent years there has been growing discussion about the existence of sexual harassment at the workplace. Some maintain that it is an age-old problem, while others feel that it is a relatively new phenomenon that has emerged as more women enter the working world. There has been controversy about what constitutes sexual harassment, how widespread harassment is, and how serious its consequences are for employee well-being and productivity.

Against this background, Chairman James M. Hanley and the Subcommittee on Investigations of the Committee on Post Office and Civil Service of the United States House of Representatives conducted a preliminary investigation on sexual harassment in October and November of 1979. Although the investigation was limited to an examination of 100 complaints, the findings were serious enough to prompt the Subcommittee to ask the Merit Systems Protection Board to conduct a thorough and scientific survey of sexual harassment in the Federal workplace. The Subcommittee wanted to find out if the results of their limited investigation would be borne out by a more extensive study.

The preliminary results of the MSPB study were presented at follow-up hearings held by the House Subcommittee on September 25, 1980. The preliminary briefing focused on the series of questions mandated by the Subcommittee to be addressed in the survey. These were:

1. What kinds of behavior constitute sexual harassment? Do the attitudes of men and women differ in this regard?
2. To what degree does sexual harassment occur within the Federal workplace? What is the frequency? What are the manifestations?
3. Are victims or perpetrators of sexual harassment found in disproportionate numbers within certain agencies, job classifications, geographic locations, racial categories, age brackets, educational levels, grade levels, etc.?
4. What forms of express or implied leverage have been used by harassers to reward or punish their victims?
5. What has been the impact of sexual harassment on its victims in terms of job turnover, work performance, physical and emotional condition, financial and career well-being?
6. What effect has sexual harassment had on the morale or productivity of the immediate work group?
7. Are victims of sexual harassment aware of available remedies? Do they have confidence in those remedies?

Research Methodology

To develop the study, the MSPB's Office of Merit Systems Review and Studies:

- surveyed the current literature on the subject of sexual harassment,
- consulted with a group of community workers, academic researchers, Federal officials, and a union representative on [illegible] content of the study,
- reviewed applicable case law and Government regulations and related policy directives, plans, and training programs, and
- reviewed various case testimonies, Congressional testimony, and previous research studies that had addressed the subject of sexual harassment.

After extensive field testing on over 300 Federal employees and after making numerous revisions, the research team constructed a questionnaire designed to elicit answers to questions in the Congressional mandate. As directed by the House Subcommittee, the research team prepared the questionnaire on the basis of the Office of Personnel Management's (OPM) definition of sexual harassment, i.e., deliberate or repeated unsolicited verbal comments, gestures or physical contact of a sexual nature that is considered to be unwelcome by the recipient.

With the assistance of OPM, a disproportionately stratified random sample[1] was drawn from OPM's Central Personnel Data File (CPDF) consisting of civilian employees in the Executive Branch. Four variables were selected to stratify the population. These were: sex, minority status, salary, and organization. Over 23,000 men and women were surveyed in May 1980. Questionnaires were sent to respondents' homes to preserve their confidentiality and anonymity. The members of the sample were asked to base most of their answers on their work experience during the 24-month period from May 1978 to May 1980. A reminder postcard was sent one week later and a follow-up questionnaire was sent to nonrespondents three weeks after that. The rate of return of 85%—was considerably higher than usually expected on mail surveys.[2]

---

[1] A "disproportionately stratified" sample is one in which certain categories of participants are selected to be in the sample in greater numbers than they occur in the general population. These categories of participants are intentionally oversampled to ensure adequate numbers for statistical analysis within each category. The sample is "random" in that, within a given category (or stratum), each member has an equal chance of being selected. A random sample enables the researcher to make predictions about the whole population based upon the sample. All final results in this final report are expressed in "weighted" terms, which means that all numbers and percentages are adjusted to reflect each category's actual size in the Federal population.

[2] See Babbie, Earl R. *Survey Research Methods*, Wadsworth Publishing Company, Inc. Belmont, California, 1973, p. 165.

Explanations of Frequently Used Terms

Victims. In this executive summary, victims of sexual harassment are defined as those respondents who indicated (in either Survey Question 17 or Question 20) that they had experienced one or more forms of sexual harassment on the job during the preceding 24 months. All data is computed on the basis of Question 17 except for those parts of the Questionnaire where respondents were asked to provide detailed data on one critical sexual harassment incident. For questions involving this critical incident, the data on victims was computed on the basis of Survey Question 20. In the final report, the victims who chose to describe their critical incident are referred to as "narrator-victims."

Level of severity of sexual harassment. On the basis of preliminary analysis, sexual harassment experiences (identified by respondents to Survey Question 17 or Question Survey 20) were classified as "most severe," "severe," or "less severe." Those considered "most severe"—were actual or attempted rape or assault; "severe"—included letters, phone calls or materials of a sexual nature; pressure for sexual favors; and deliberate touching, leaning over, cornering or pinching; and "less severe" included pressure for dates; sexually suggestive looks or gestures; and sexual teasing, jokes, remarks or questions.

Findings

Summary

The following major findings emerged from the study:

- Both men and women Federal workers generally agree that uninvited behaviors of a sexual nature constitute sexual harassment.
- The incidence rate of sexual harassment in the Federal workforce is widespread—42% of all female employees and 15% of all male employees reported being sexually harassed.
- Many sexual harassment incidents occur repeatedly and are of relatively long duration.
- The majority of Federal employees who had worked elsewhere feel sexual harassment is no worse in the Federal workplace than in state and local governments or in the private sector.
- Sexual harassment is widely distributed among women and men of various backgrounds, positions and locations; however individuals with certain personal and organizational characteristics are more likely to be sexually harassed than others.
- The characteristics of harassers differ for women and men victims—for example, women report almost always being harassed by a man, whereas men report usually being harassed by a woman.
- Many harassers are reported to have bothered more than one victim at work.
- Few employees report having been accused of sexually harassing others.
- Those who are sexually harassed by supervisors and those who experience the more severe forms of sexual harassment are more likely than other victims to foresee penalties or possible benefits from the sexual harassment.
- Most victims neither anticipated nor receive adverse consequences as a result of their sexual harassment, although a sizeable minority did, particularly women.
- A number of informal actions were found by victims to be effective in stopping sexual harassment, particularly the most direct and assertive responses.
- Few victims pursue formal remedies, but many who do find them helpful.
- The impact and cost of sexual harassment in dollars to the Federal Government is sizeable—an estimated minimum of $189 million over the 2-year period covered by the study.

- Although their experiences do not change the careers and work situations of most victims, a sizeable number of women and men do leave their jobs or suffer adverse consequences.

- Victims are more likely to think the sexual harassment negatively affected their personal well-being or morale than their work performance or that of their immediate work group.

- Victims and supervisors are generally unaware of available formal remedies and are skeptical about their effectiveness.

- Assertive informal actions are thought to be the most effective way employees can make others stop bothering them sexually.

- Most victims and supervisors think there is much management can do to reduce sexual harassment.

- In conclusion, the data show that sexual harassment is widespread, is costly, deeply felt by many of the victims, and that the 1979 Congressional investigation was indicative of a significant problem; however, the data also indicated that there is much that can be done to reduce that problem.

View of Federal Workers Toward Sexual Harassment

To determine whether men and women defined sexual harassment differently, they were asked whether they considered uninvited sexually-oriented behaviors to be sexual harassment. These behaviors, ranked in order of agreement were:

Severe

1. Letters, phone calls or materials of a sexual nature
2. Pressure for sexual favors
3. Touching, leaning over, cornering or pinching

Less Severe

4. Pressure for dates
5. Sexually suggestive looks or gestures
6. Sexual teasing, jokes, remarks or questions

From the responses, we found that most men and women agreed that behaviors 1-4 constituted sexual harassment. However, men were less likely to think that "sexual looks" and "sexual comments," the more ambiguous and prevalent forms of sexual behavior on the job, were sexual harassment, particularly when perpetrated by a coworker. Respondents were not asked whether they thought that actual or attempted rape or assault was sexual harassment. Since this behavior is potentially criminal, we assumed that it is the most severe form of sexual harassment.

Generally, men and women were more likely to think that a behavior was sexual harassment if the perpetrator was a supervisor rather than a coworker. Thus, it would appear that a higher standard of conduct exists for supervisors to exhibit proper behavior in the office, arguably because of their official authority and responsibilities.

Although in the abstract men and women were likely to agree that uninvited sexual behavior at work is sexual harassment, responses may indicate that sexual harassment is sometimes situational. For most workers, including those who identified themselves as victims, the perceived motive or demeanor of the initiator made a difference as to whether the behavior was viewed as sexual harassment.

A number of questions were asked to find how respondents viewed sexual behavior at work. We found that both men and women believed that sexual activity, whether voluntary or otherwise, should not occur between people who work together, although women were less likely to approve of sexual affairs among coworkers than were men. We found that men, including supervisors, showed a greater tendency than women to think that victims are somewhat responsible for bringing sexual harassment on themselves and are inclined to believe that sexual harassment has been exaggerated. However, men and women agreed that sexual harassment is behavior that people should not have to tolerate.

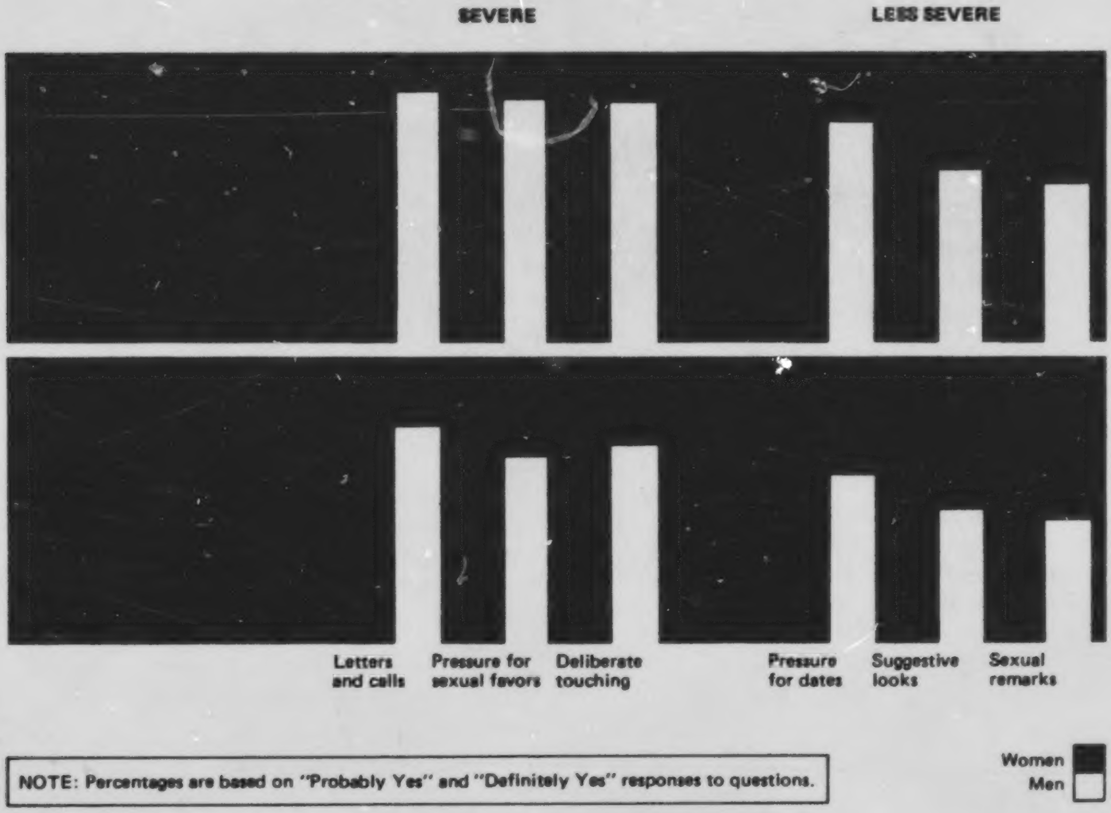
Extent of Sexual Harassment

To determine how widespread sexual harassment is in the Federal workplace, respondents were asked whether they had experienced any of the seven listed behaviors within the finite time frame of the previous 24 months (May 1978 to May 1980), and how often the experience occurred.

From this we found that one in four Federal employees reported receiving uninvited and

Definition of Sexual Harassment

Percentage of Male and Female Federal Employees Who Agreed that Each of Six Forms of Unwanted, Uninvited Sexual Attention Constitutes Sexual Harassment (Questions 2-7, b & d)



NOTE: Percentages are based on "Probably Yes" and "Definitely Yes" responses to questions.

unwanted sexual attention, and that women, as expected, were much more likely to be victims than were men. Almost half—(42%) of all female Federal employees and only 15% of all male employees reported being sexually harassed. Although the percentage for men is lower in comparison to women, it nevertheless is much higher than previously expected.

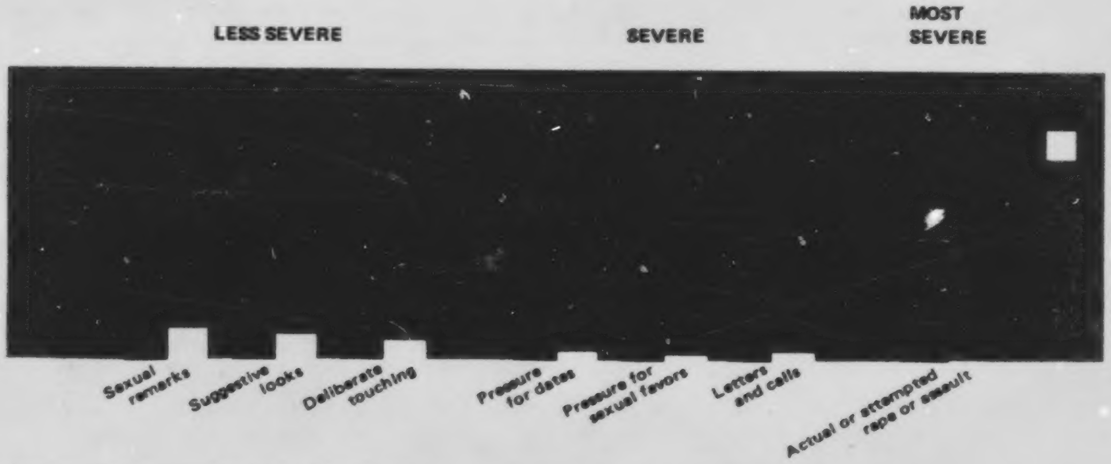
Whether both men and women define the unwanted behavior that they received in the same way is debatable. Other studies have shown that men and women view their sex roles very differently and use language in different ways to describe sexual behavior. Again, it should be pointed out that the sexual harassment as reported here is based upon data provided by the victims themselves. If sexual attention was neither unwanted (nor uninvited) by the recipient, it presumably was not reported.

The sexual harassment as reported by the victims took many forms. Every form except actual or attempted rape or sexual assault was experienced by a sizeable percentage of both men and women. The more ambiguous forms of sexual harassment—"sexual comments" and "suggestive looks"—were reported most often. These forms were more likely to be repeated.

However, with the exception of actual or attempted rape or assault, most of the victims reported experiencing all forms of sexual harassment repeatedly. In addition, many reported experiencing more than one form of sexual harassment. We also found that the incidents of sexual harassment were not just passing events—most lasted more than a week, and many lasted longer than 6 months. Thus, not only did the sexual harassment occur repeatedly, it was of relatively long duration as well.

Incidence Rate Among Various Forms of Sexual Harassment

Percentage of Female and Male Federal Employees Who Experienced Each Form of Sexual Harassment Between May 1978 and May 1980 (Question 17)



NOTE: Many respondents indicated that they experience more than one form of sexual harassment.

To view the incidence rate of sexual harassment in context, we asked respondents who had worked outside the Federal Government to compare the Federal Government with other workplaces. The majority of respondents stated that they felt sexual harassment was no worse in the Federal workplace than in state and local government or in the private sector.

Victims of Sexual Harassment

To determine who is sexually harassed and whether certain personal and organizational factors contributed to the likelihood of harassment, we looked at a number of demographic variables. Demographic characteristics of victims that seem to have a strong bearing on whether or not an individual is harassed are: age, marital status, and sexual (male-female) composition of the workgroup. Those factors that seem to have a somewhat weaker bearing are education level, race, ethnic background, job classification, non-traditional nature of job, and sex of immediate supervisor. Based on these factors, we found that the typical men and women who are likely to be harassed are:

- young,
- not married,
- higher educated,
- members of a minority, racial or ethnic group (if male)
- hold trainee positions (or office/clerical positions, if male),
- hold non-traditional positions, for their sex, (e.g., female law enforcement officers, male secretaries)
- have an immediate supervisor of the opposite sex,
- have an immediate work group composed predominately of the opposite sex.

We also found that certain agencies have a greater incidence rate than do others. Women in the Departments of Labor, Transportation, Justice, certain Defense Department agencies[3] (other than the Air Force, Army, Navy and Marine Corps), Housing and Urban Development (HUD), Air Force, Navy/Marine Corps, Veterans Administration and other smaller agencies[4] had a higher rate of sexual harassment than those in other agencies. Men (as well as women) in the Departments of Justice and HUD and the Veterans Administration, and men in the Department of Health, Education and Welfare and the General Services Administration also reported rates higher than the Federal-wide average.

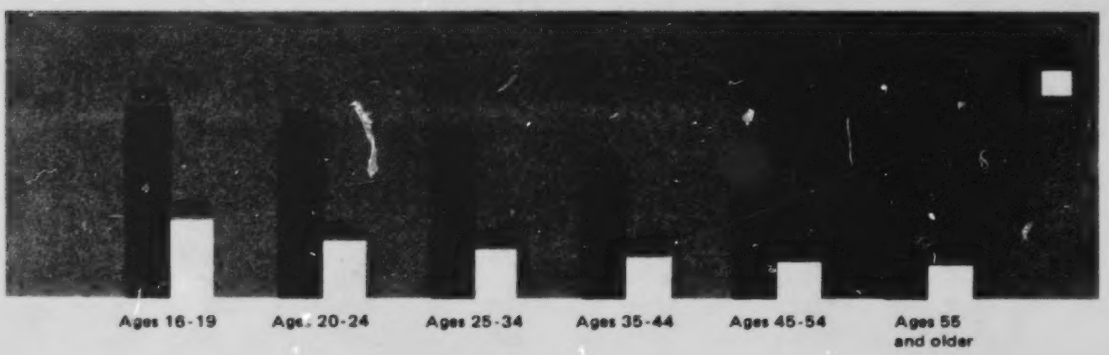
---

[3] Such as the Defense Mapping Agency and Office of the Secretary of Defense.

[4] Such as the National Aeronautics and Space Administration and the Office of Personnel Management.

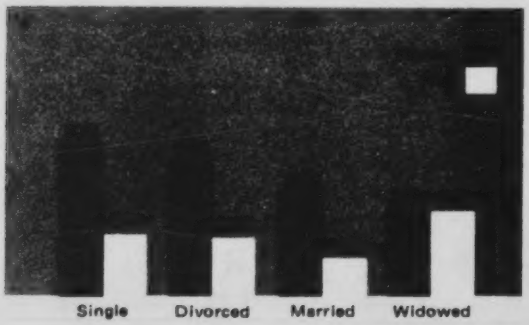
Age of Victims

Percentage of Federal Employees of Different Ages Who Experienced Sexual Harassment (Question 61)



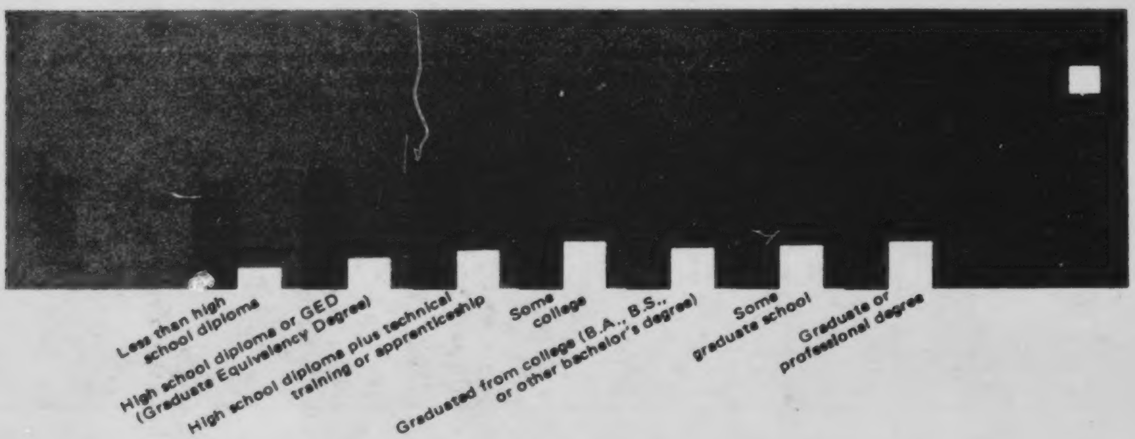
Marital Status of Victims

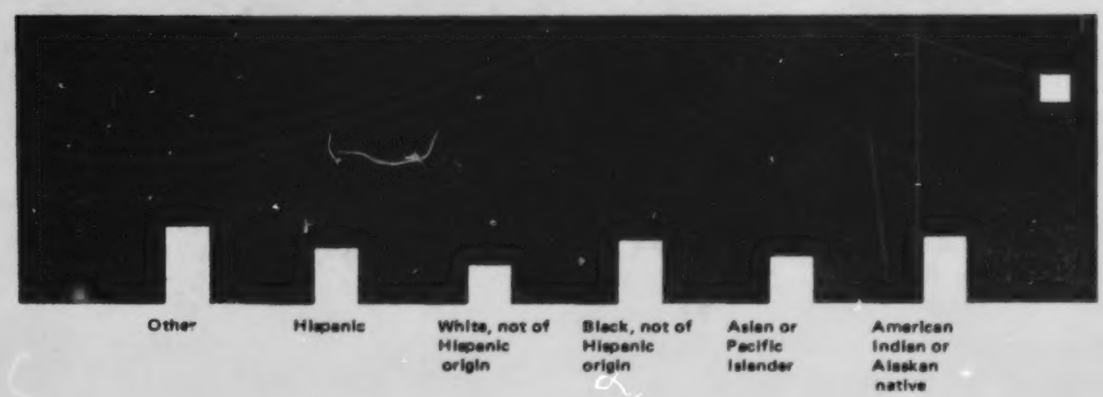
Percentage of Federal Employees Who Experienced Sexual Harassment, by Marital Status (Question 62)



Education Level of Victims

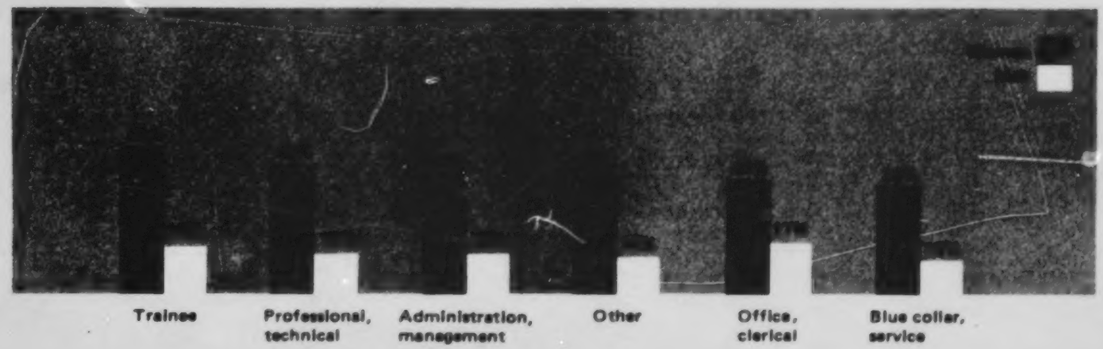
Percentage of Federal Employees of Different Education Levels Who Experienced Sexual Harassment (Question 60)





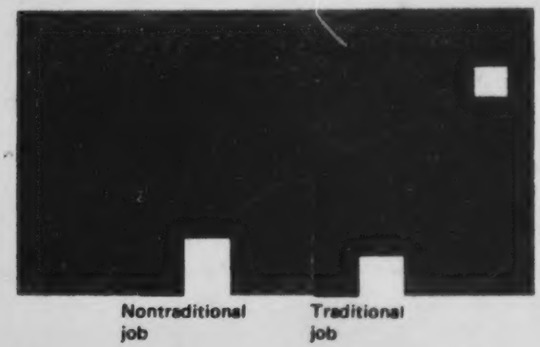
Racial and Ethnic Background of Victims

Percentage of Federal Employees of Different Racial and Ethnic Backgrounds Who Experienced Sexual Harassment (Question 59)



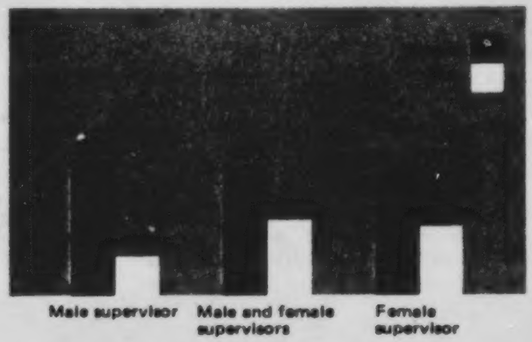
Job Classification of Victims

Percentage of Federal Employees of Different Job Classifications Who Experienced Sexual Harassment (Question 57)



Traditionality of Jobs of Victims

Percentage of Federal Employees in Traditional and Nontraditional Jobs For Their Sex Who Experienced Sexual Harassment (Question 52)

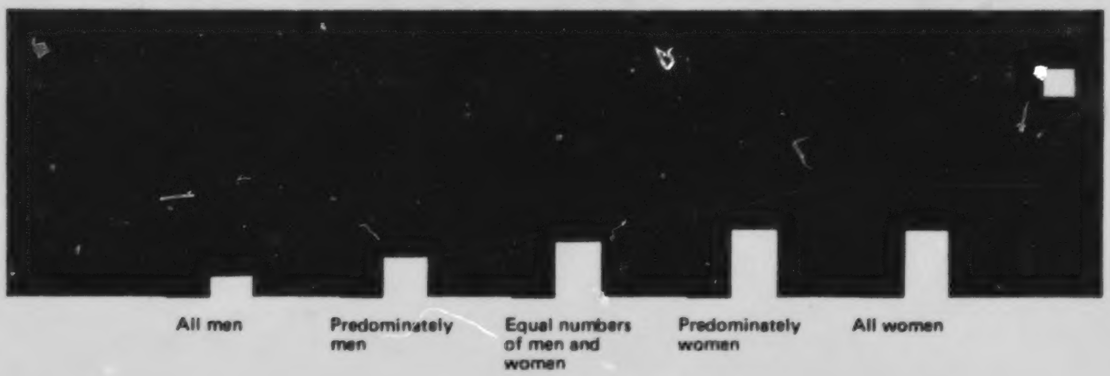


Sex of Supervisor(s) of Victims

Percentage of Federal Employees Who Experienced Sexual Harassment, by Sex of Immediate Supervisor(s) (Question 50)

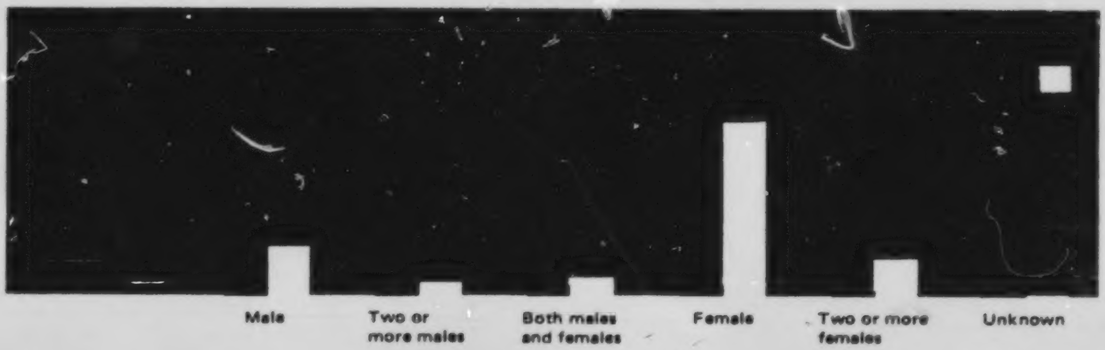
Sexual Composition of Victims' Work Groups

Percentage of Federal Employees in Different Kinds of Work Groups Who Experienced Sexual Harassment (Question 51)



Sex of Harasser

Percentage of Narrator Victims Who Indicated the Sex of the Person(s) Who Bothered Them Sexually (Question 32a)



In addition, we found that certain work environments were more conducive to sexual harassment than were others.

Victims were more likely to report being in work environments where employees did not perceive open communications or a good relationship with their supervisors, felt pressure to engage in sexual activity such as flirting or making comments about the opposite sex, and observed others using sex for professional advancement.

In addition, victims were much more likely than supervisors to perceive that sexual harassment is a problem in their offices and to think that management is not making every effort to stop sexual harassment.

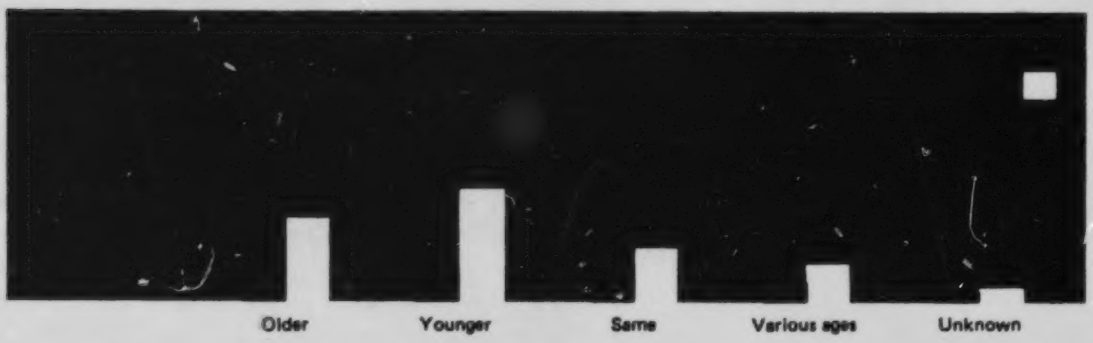
Perpetrators of Sexual Harassment

We found that most women reported that their harassers were male and that most men indicated that their harassers were female. However, men were far more likely than women to report being harassed by someone of their same sex.

Most harassers of women and men reportedly acted alone rather than in concert with another person. However, most women identified their harasser as being older than they, whereas men usually indicated that their harasser was usually younger than they. Although both women and men reported that their harasser was usually married, men were more likely to indicate that their harasser was divorced or single. Most victims in general reported being harassed by someone of their same race or ethnic background, although

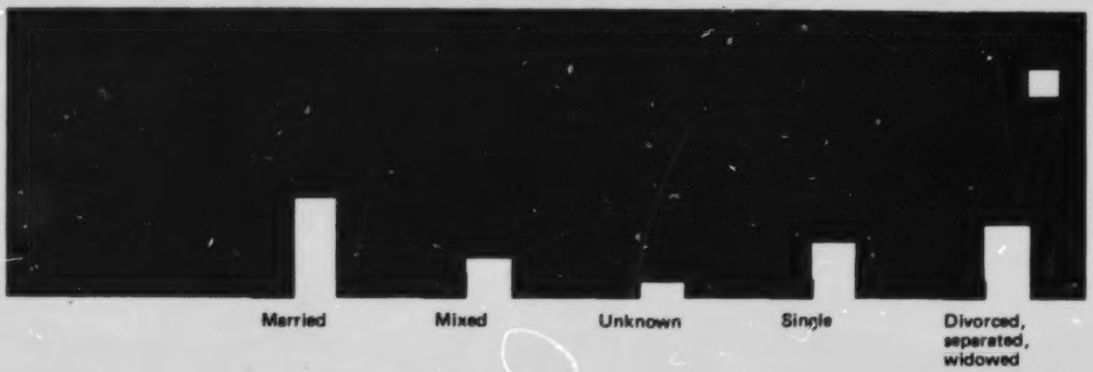
Age of Harasser

Percentage of Narrator Victims Who Indicated the Age of the Person(s) Who Bothered Them Sexually
(Question 32b)



Marital Status of Harasser

Percentage of Narrator Victims Who Indicated the Marital Status of the Person(s) Who Bothered Them Sexually
(Question 32d)



minority women were more likely to report that their harasser was of a different race or ethnicity.

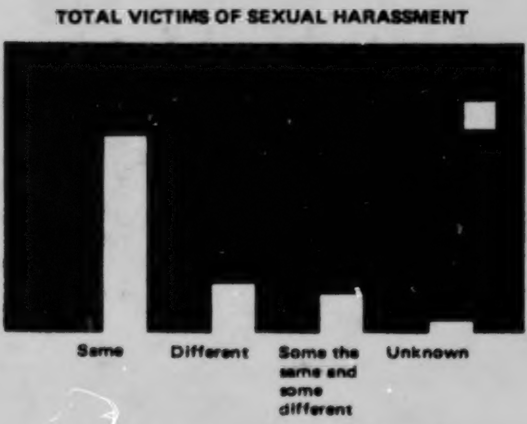
One surprising finding was that women and men reported being harassed by fellow employees more often than by supervisors. This finding was surprising in that, before the study, most sexual harassment was thought to be perpetrated by the more powerful supervisors against their more vulnerable employees. However, a sizeable number of women also reported being harassed by supervisors. Thus, supervisors were found to be personally responsible for a number of sexual harassment incidents, although not the principal cause of the problem. However, supervisors as part of their duties have a responsibility to assure that their subordinates work in an environment free from sexual harassment in keeping with Federal policy prohibiting sexual harassment in the Federal workplace.

Another major finding was that many women and men reported that their harasser had also bothered others at work. This somewhat negates the view that sexual harassment is principally a matter of isolated instances of personal sexual attraction. Thus it appears that some individuals are more likely to harass than others and that sexual harassment is not necessarily normal interaction among men and women on the job, or that all men and women engage in it as has been intimated by some.

Only a handful of respondents indicated that they had been accused of sexually bothering someone else at work, and most thought that the charge was unfair. This could indicate that few victims confront their harassers or that many accused harassers are unwilling to identify themselves even in the privacy of an anonymous questionnaire.

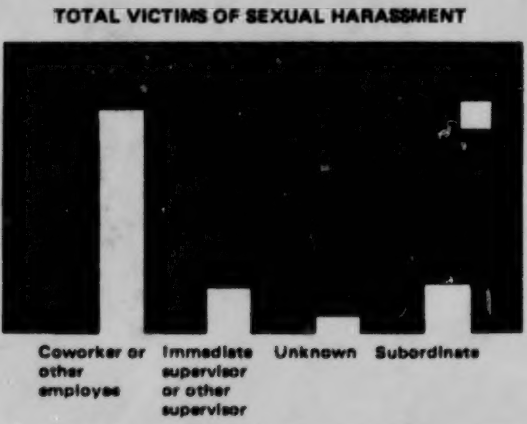
Ethnic Status of Harasser

Percentage of Narrator Victims Who Indicated the Ethnic Status of the Person(s) Who Bothered Them Sexually (Question 32c)



Organizational Level of Harasser

Percentage of Narrator Victims Who Identified the Organizational Level of the Person(s) Who Bothered Them Sexually (Question 33)



NOTE: Some respondents indicated that more than one party bothered them.

Incidents of Sexual Harassment

We found that although most victims did not foresee consequences for resisting or complying with the sexual harassment, both the organizational level of the harasser in relation to the victim and the severity of the sexual harassment made a major difference in the victims' perceptions of the use of leverage.

Victims who were harassed by immediate or higher level supervisors were more likely to foresee negative consequences for refusing to comply and incentives for complying with the sexual harassment than those who were harassed by coworkers or other employees. Likewise, those who were victims of "most severe" and "severe" sexual harassment were much more likely than those who were victims of "less severe" harassment to perceive that carrots and sticks were being used against them to comply with the behavior.

We also looked at how victims responded to their sexual harassment. Most victims stated that they responded to the sexual harassment by passively ignoring it. However, the most effective actions for most victims to take were found to be the most assertive actions—"asking or telling the person to stop" or "reporting the behavior to the supervisor or other officials." The least effective actions were found to be the most passive—"going along with the behavior" or "ignoring it." The effectiveness level for various actions differed somewhat with the sex of the victim and severity of the sexual harassment.

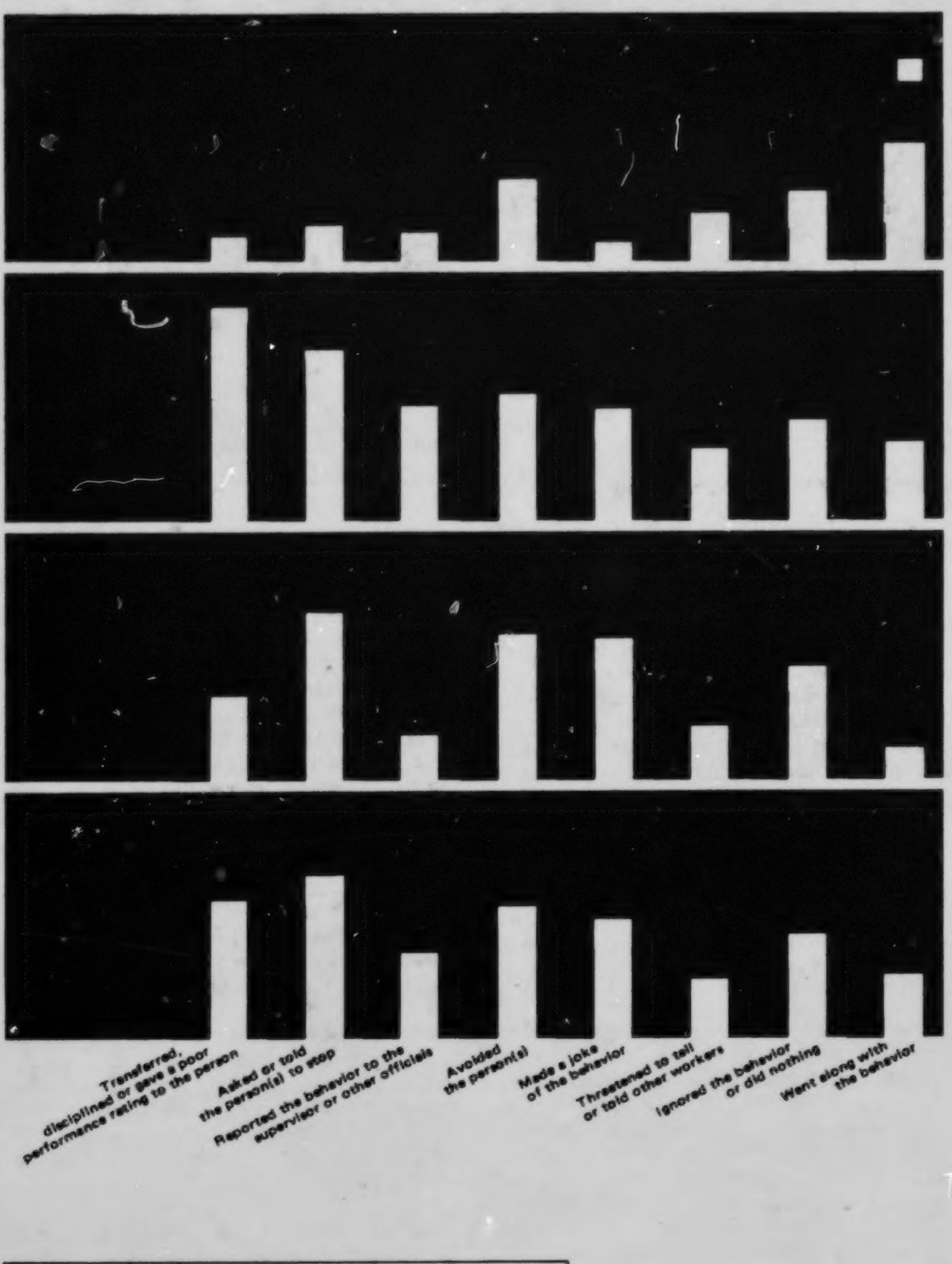
However, it should be pointed out that although reporting the behavior to a supervisor or other officials was found to produce better results compared with other informal actions, around half of the women and only one-third of the men who tried this found that it made no difference or made things worse. This indicates that much still needs to be done to make supervisors and other officials accountable for resolving these problems informally.

Another indication of the need to make supervisors and other officials more responsive to the problem of sexual harassment is the finding that talking with these officials did not help the situation in the majority of cases. Talking with a party outside the agency such as a lawyer, civil rights group, someone from Congress, or other agency official, was found to be most successful for the few male and female victims of "most severe" sexual harassment and female victims of "less severe" sexual harassment who tried it. Most workers did not talk with any one about their incident and when they did, they usually spoke with friends and relatives or other workers.

We found that very few victims took formal institutional remedies against the sexual harassment—only 2 to 3%. The majority who took formal actions reported that their doing so made things better. This would indicate that in

Narrators' Informal Responses to Sexual Harassment

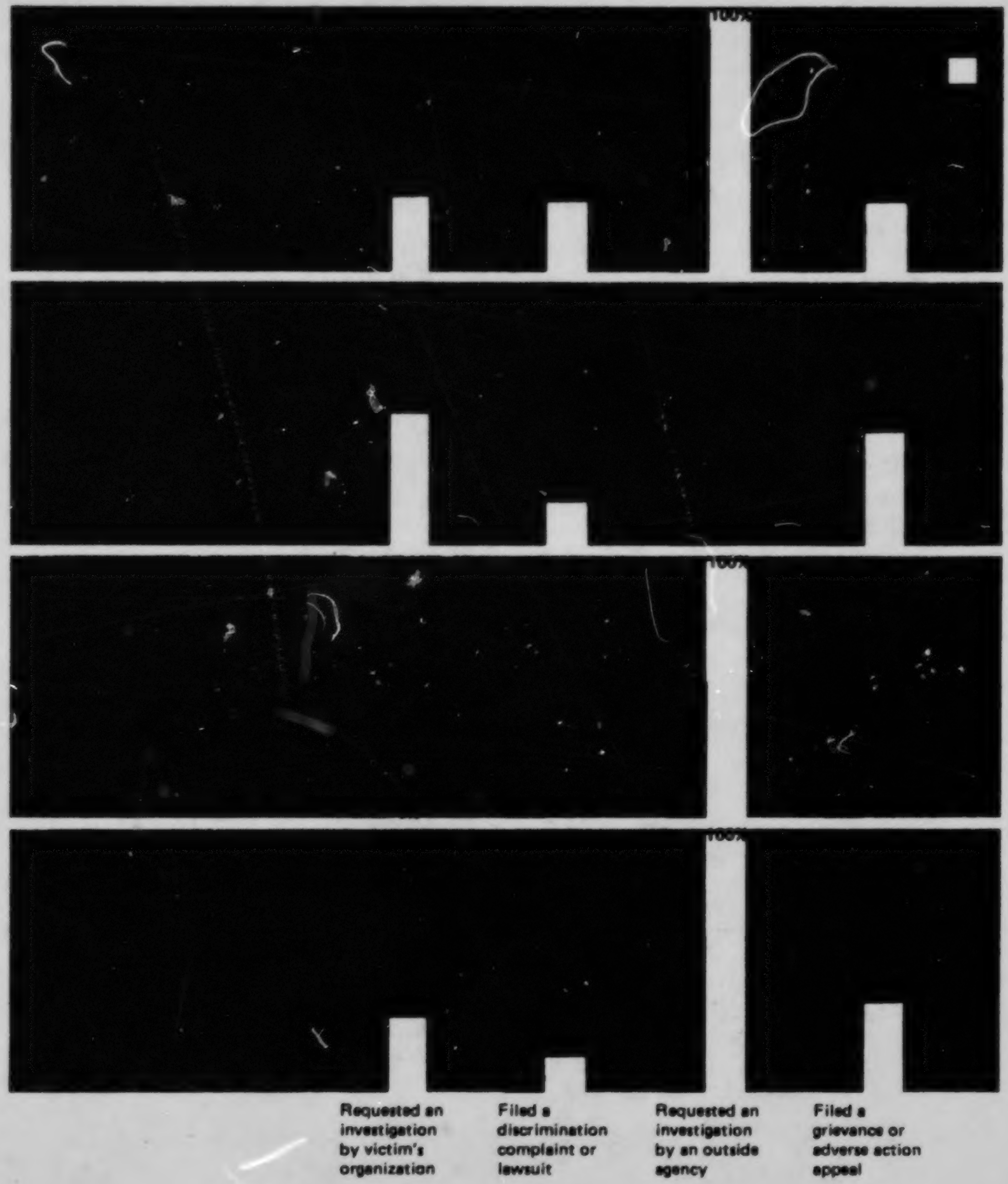
Percentage of Narrators Who Indicated that Taking These Informal Actions "Made Things Better" (Question 23)



NOTE: Many respondents indicated that they took more than one action.

Narrators' Formal Responses to Sexual Harassment

Percentage of Narrators Who Indicated That Taking These Formal Actions "made things better" (Question 28)



NOTE: Some respondents indicated that they took more than one formal action.

Costs of Sexual Harassment

	Women	Men	Total
Job Turnover			
Cost to offer a job[1]	$ 6.4	$ 1.2	$ 7.6
Background checks[2]	2.0	0.4	2.4
Training[3]	24.1	2.7	26.8
Total Cost of Job Turnover	$ 22.5	$ 4.3	$ 26.8
Emotional Stress	3.9	2.1	5.0
Individual Productivity	37.7	34.4	72.1
Absenteeism	5.3	2.6	7.9
Work Group Productivity	32.6	44.3	76.9
TOTALS	$102.0	$ 86.7	$188.7

[1] Source: Office of Program Management and Evaluation, Office of Personnel Management

[2] Source: Division of Personnel Investigations, Office of Personnel Management

[3] Source: "Employee Training in the Federal Service—FY 1979," published by the Office of Personnel Management, Workforce Effectiveness and Development Office.

contrast to the lack of faith in formal remedies expressed by most respondents in Chapter 8, the system does work for some. However, a sizeable minority (41%) indicated that filing the formal action either had no effect or in fact made things worse.

In addition, victims in general reported a mixed response from management to their formal complaints, although the response of management seemed to depend somewhat on the sex of victim and the severity of the harassment. Generally, victims were more likely to find a favorable management response than a hostile one. However, male victims were more likely to encounter hostility than were women and few victims of either sex reported that management "corrected the damage done to them."

Impact and Cost of Sexual Harassment

We found that a conservative estimate of the cost to the Federal Government due to sexual harassment over the two-year period was $189 million—a sum equivalent to the total salaries of all 465 agency heads and all 7000 senior Federal executives (members of the Senior Executive Service) for six months. The greatest costs were associated with the loss of individual and workgroup productivity as reported by the victims. These figures are conservative for three reasons:

- Victims were far less likely to report a decline in their productivity than a decline in their physical or emotional well-being. Since physical or emotional well-being may in fact affect productivity, the number of victims who reported a drop in productivity may actually be closer to the larger number who stated that their emotional or physical condition declined. Thus, the numbers used to compute the loss due to individual productivity are probably low.
- We assumed that where reported, individual productivity declined by only 10%.
- We assumed that where reported, work group productivity declined by only 1%.

We also found that most victims reported that their careers and work situations did not change as a result of their sexual harassment experience, although a sizeable minority of women and men reported adverse consequences, such as leaving their jobs. Although most women and men victims in general indicated that their sexual harassment experience did not negatively affect their personal well-being or work performance, this varied with the severity of the harassment. Victims of the more severe forms of sexual harassment were more likely to report adverse effects. The adverse effects were particularly dramatic for the victims of "most severe" sexual harassment.

As stated above, most women and men were much more likely to perceive that their sexual harassment experience affected their personal well-being or morale than their work performance or productivity. Again, this finding may be one of perception.

In contrast to the reported effect on the individuals themselves, we found that few victims felt that the morale or productivity of their immediate work groups were negatively affected by their sexual harassment experiences. One reason for this may be that few coworkers knew about the experience and its effects on the victim since only about one-third of the victims reported that they spoke with coworkers about the incident.

Awareness of Remedies and Their Effectiveness

To discover whether victims and supervisors were even aware of formal remedies for sexual harassment, we asked whether they believed that the following actions were available to those who had been sexually bothered by others:

- requesting an investigation by the organization
- requesting an investigation by an outside organization
- filing a grievance or adverse action appeal
- filing a discrimination complaint
- filing a complaint through special channels set up for sexual harassment complaints

Although most of these actions are in fact available to most employees, we found that most victims and supervisors were relatively unaware of them. The one remedy about which the respondents were most knowledgable was "filing a discrimination complaint."

When we asked respondents whether they thought those same formal remedies were effective in helping victims of sexual harassment, we found that relatively few victims or supervisors thought that the formal remedies would definitely be effective.

However, to the largest number of victims, particularly those who have not experienced the most severe form of sexual harassment, filing a formal complaint simply may not be an appropriate response. They prefer to handle the situation informally. Most victims indicated that they "saw no need to report" the incident as a reason for not filing a formal complaint. However, the female and to a lesser extent the male victims of the more severe forms of sexual harassment were much less likely to cite this reason for not taking a formal action than fear of adverse consequences or belief that nothing would be done.

In contrast to the somewhat pessimistic view of formal remedies, most Federal workers believe that employees successfully can take informal steps to stop the unwanted sexual attention. Both victims and supervisors most often endorsed direct assertive actions by the employees as being effective in stopping unwanted sexual attention. In contrast, few respondents thought that there was little an employee could do about the situation.

In addition, most Federal workers also think that there is much that management can do to reduce sexual harassment. Management actions involving tougher sanctions and enforcement generally were endorsed most often. However, a majority of victims and supervisors also endorsed actions involving publicizing management policies on sexual harassment. Women were more likely than men to endorse actions intended to help victims cope with the problem, such as setting up a special counseling service.

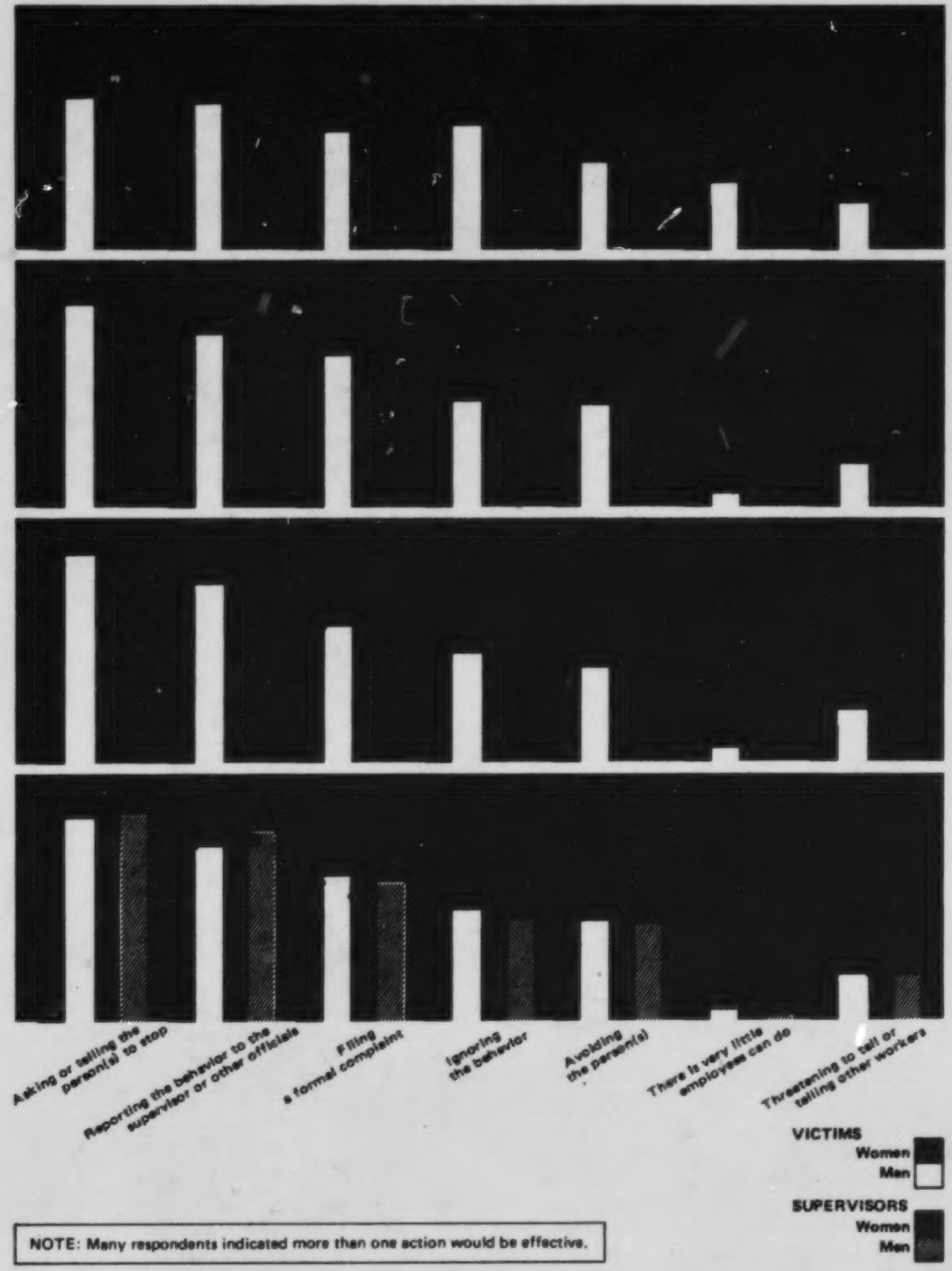
Conclusions

From these findings the following five general conclusions can be drawn about sexual harassment in the Federal workplace. This Final Report provides explanations for these conclusions.

1. Sexual harassment is a legitimate problem in the Federal workplace.
2. In the past, agency managers have not been as successful as they could be in resolving problems of sexual harassment.

Perceived Effectiveness of Individual Actions

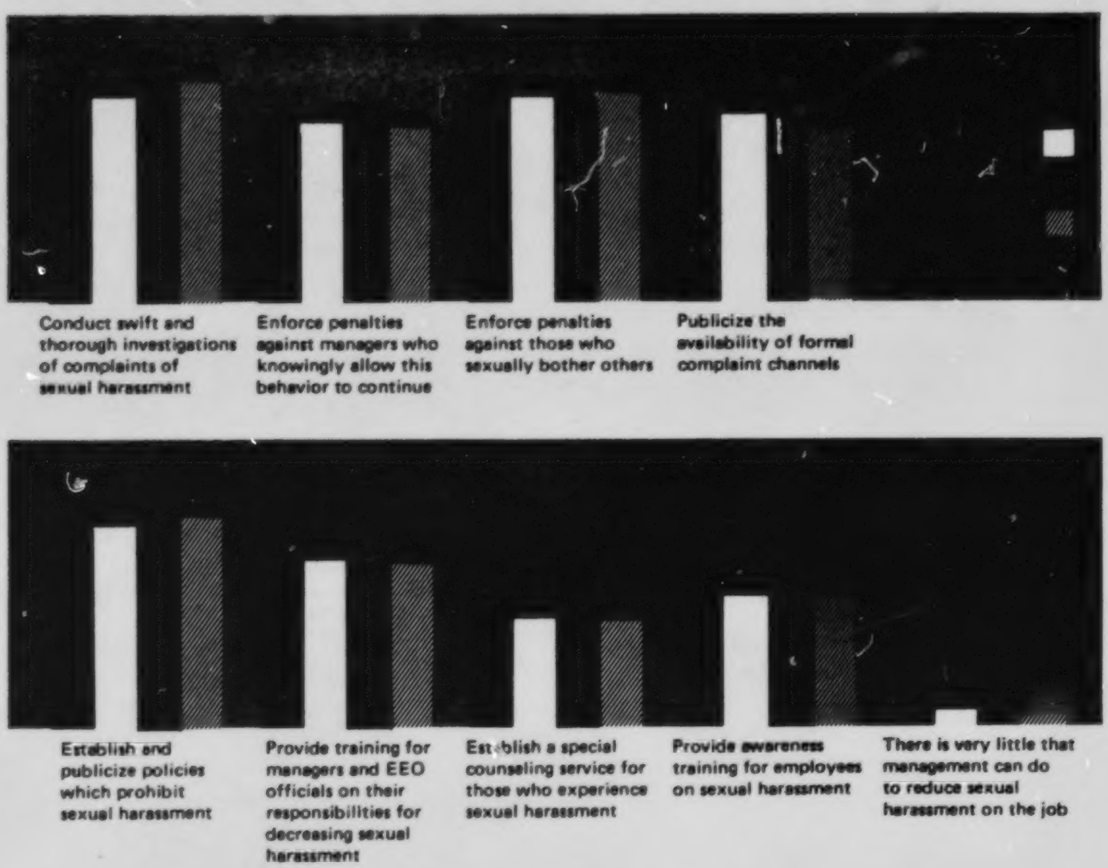
Percentage of Victims and Supervisors Who Thought Employee Actions Would Stop Sexual Harassment (Question 10)



NOTE: Many respondents indicated more than one action would be effective.

Perceived Effectiveness of Management Actions

Percentage of Victims and Supervisors Who Thought Management Actions Regarding Sexual Harassment Would Be Effective (Question 11)



NOTE: Many respondents indicated more than one action would be effective.

3. There is much that management can do about the problem of sexual harassment in the future.
4. There are effective actions that victims can take to solve the problem of sexual harassment.
5. Sexual harassment by its nature and in its various forms has differing effects on victims.

Recommendations

The final report goes into more detail regarding the recommendations that are summarized here. It is strongly urged that these recommendations be implemented as both a cost savings measure and one designed to produce a positive work atmosphere where morale and productivity can prosper. These recommendations can be incorporated within current mechanisms without undue expense to the Government.

For the few who choose to pursue formal remedies, the complaint channels need to be responsive to their needs. However, because of the sensitivity of the issue, most victims have not and probably will not in the future take formal actions to stop sexual harassment. The most effective way to aid these individuals and have the greatest impact on reducing most instances of sexual harassment is to take steps to prevent sexual harassment in the first place and to help victims handle the situation informally.

Of the following recommendations, the first two are remedial in nature, the second two preventive, the fifth, designed to assist victims and the last designed to monitor compliance and provide follow-up.

1. Agencies should provide strong and effective enforcement against sexual harassment and issue sanctions where appropriate.
2. Complaint channels for sexual harassment should be clarified and streamlined.
3. Managers and other agency officials should be made aware of their responsibilities and held accountable for enforcing Federal Government and agency policy prohibiting sexual harassment at the Federal workplace.
4. Agencies should develop a training strategy to aid in preventing sexual harassment.
5. Agencies should provide information to victims on effective techniques for resolving incidents of sexual harassment.
6. A number of other activities should be instituted to assure compliance with law and regulation, as well as to provide followup to this study both within the Federal Government and in the other public and private sectors.

Conclusion

The Federal Government has a responsibility to be a model employer that maintains "high standards of honesty, integrity, impartiality and conduct to assure proper performance of the Government's business and the maintenance of confidence of the American people ... Sexual harassment is a form of employee misconduct which undermines the integrity of the employment relationship. All employees must be allowed to work in an environment free from unsolicited and unwelcome sexual overtures."[5]

To mount a strong campaign to reduce sexual harassment is in keeping with this policy and is cost-effective.

---

[5] OPM Policy Statement, see Appendix E.

1

Introduction

Sexual harassment in the workplace is a subject about which much discussion is currently taking place. Do any of these statements sound familiar?

- Sexual harassment is just another example of what men do to women to keep them from advancing in the workplace.
- The issue of sexual harassment has been greatly exaggerated—because of all the publicity men will be afraid to talk to women for fear of being accused of sexual harassment.
- Women in low-pay and low-status positions are more likely to be harassed than others and are afraid to make waves about it for fear of losing their jobs.
- The Government should not try to legislate love—it has no business interfering in the personal (sex) lives of employees.

As statements such as these suggest, there have been disagreements about what constitutes sexual harassment, how widespread it is and its consequences for employees in their careers, morale, and work performance.

As a result of this publicity about the issue of sexual harassment, the Subcommittee on Investigations of the U.S. House of Representatives Committee on Post Office and Civil Service, under the leadership of Chairman James M. Hanley, conducted a preliminary investigation of sexual harassment in the Federal Government and held hearings in October and November, 1979. The findings from the investigation, which included an examination of 100 employee allegations, were serious enough to cause the Subcommittee to request that the Merit Systems Protection Board (MSPB) conduct a thorough and authoritative study of sexual harassment in the Federal workplace. Since no such thorough study had ever been conducted on this subject in either the private or public sectors, the Subcommittee wanted to discover whether the results of their preliminary investigation would be borne out by a scientific study.

To establish a Federal Government-wide approach to sexual harassment the Subcommittee also asked the Office of Personnel Management (OPM) to (1) prepare a policy statement about sexual harassment, (2) prepare a training module on sexual harassment issues, and (3) encourage agencies to issue policy statements and provide training. The Equal Employment Opportunity Commission (EEOC) was also asked to (1) develop and issue interpretive guidelines clarifying the status of sexual harassment under Title VII of the Civil Rights Act of

27

1964 (Title VII), (2) require agencies as part of their affirmative action plans to inform Federal agencies that sexual harassment is prohibited by Title VII, and (3) require agencies to take steps to make the work environment free of sexual intimidation.[1]

MSPB was directed to examine the following questions using the definition of sexual harassment already developed by OPM:

1. What kinds of behavior constitute sexual harassment? Do the attitudes of men and women differ in this regard?
2. To what degree does sexual harassment occur within the Federal workplace? What is the frequency? What are the manifestations?
3. Are victims or perpetrators of sexual harassment found in disproportionate numbers within certain agencies, job classifications, geographic locations, racial categories, age brackets, educational levels, grade levels, etc.?
4. What forms of express or implied leverage have been used by harassers to reward or punish their victims?
5. What has been the impact of sexual harassment on its victims in terms of job turnover, work performance, physical and emotional condition, financial and career well-being?
6. What effect has sexual harassment had on the morale or productivity of the immediate work group?
7. Are victims of sexual harassment aware of available remedies? Do they have confidence in those remedies?

Top agency officials of the MSPB, OPM, and EEOC reported the status of their charges regarding sexual harassment at a hearing held by the Subcommittee on September 25, 1980. The Chairwoman of the MSPB and the Director of the Office of Merit Systems Review and Studies (MSRS), the MSPB office given responsibility for conducting the study, reported on the preliminary findings at the hearing. These findings were preliminary in that they included information only on women victims and only for some of the data. This Final Report considerably expands the preliminary study, notably by including data on male victims and providing policy recommendations.

In developing the plan for the study, the MSRS research team first examined the relevant issues by reviewing the legal case law and the relevant available literature.

Review of Relevant Case Law

We reviewed the OPM policy statement prohibiting sexual harassment as well as the limited but growing case law on sexual harassment in order to observe the legal basis for prohibiting sexual harassment. OPM defines sexual harassment as: "deliberate or repeated unsolicited verbal comments, gestures or physical contact of a sexual nature which are unwelcome."[2] This definition allows the recipient of the behavior to determine whether the contact is "unwelcome" and is more broadly defined than other interpretations construed by the courts and EEOC.

Under recently published EEOC interpretive guidelines, sexual harassment is considered to be sex discrimination under certain conditions: (1) when submission to it is a term or condition of employment, (2) when it is used as the basis of employment decisions, or (3) when it creates an intimidating or hostile work environment.[3] With the exception of the recent

---

[1] Memoranda of Understanding between the Subcommittee on Investigations of the House Committee on Post Office and Civil Service and the Merit Systems Protection Board, the Equal Employment Opportunity Commission and the Office of Personnel Management concerning the Problem of Sexual Harrassment of Federal Employees; see Appendix E.

[2] Office of Personnel Management Policy Statement and Definition of Sexual Harassment; see Appendix E.

[3] Equal Employment Opportunity Commission Guidelines on Discrimination Because of Sex, November 10, 1980, 29 CFR Part 1604.11, 45 FR 25024; see Appendix E.

Court of Appeals decision in the case of *Bundy v. Jackson*, D.C. Civil Action No. 77-1359 (D.C. Cir., January 12, 1981), most courts have found that prohibited sex discrimination has occurred only when submission to the sexual harassment is a term or condition of the victim's employment.[4] The OPM definition is broader than these interpretations in that it expands the definition of sexual harassment to include unacceptable behavior that, although not necessarily sex discrimination, may be a prohibited personnel practice or a violation of the standards of conduct in the Federal workplace. Thus, unwelcome sexual attention, however defined, is seen at most as a form of sex discrimination that is prohibited by law and at least as a violation of the standards of conduct in the Federal workplace that is prohibited by Government policy or regulation.

Survey of the Literature

To conceptualize the study, we wanted to determine whether any of the questions posed in the Congressional mandate had been addressed in the available literature on sexual harassment.

We found that only within the last six years has sexual harassment gained public notice both as a catch-word to describe a situation and as a work related issue.[5] Since that time a number of authors have examined the issue and several common patterns have emerged from their writings. First, most of the literature has been descriptive in nature with little or no explanation for the underlying social process involved. Second, most of the writers have been feminists who have focused on the behavior almost exclusively as it affects women, and not men, the larger society, or the work organization. Third, there has been no common denominator in the literature about what behaviors constitute sexual harassment. Fourth, much of the literature has drawn upon individual case studies to generalize about the victims of sexual harassment, how the experience affects them and how they have responded.[6]

Most of the studies that did attempt to discern the extent of sexual harassment and to explore other factors such as the characteristics of victims and perpetrators, are not scientifically valid.[7] Therefore they are not useful to measure the actual pervasiveness of sexual harassment in the workplace.

The groups surveyed in most of these studies were small and self-selected.[8] In addition, in none of these studies was sexual harassment defined in the same way, making comparison of results difficult. Another drawback was that most of these studies asked about experiences of sexual harassment over the respondent's lifetime (relying on their recall ability), rather that using a conceptually stronger finite and more immediate period of time.

However a few studies have had some degree of scientific control.[9] Although they shed some light on the topic, none have addressed all of the issues covered in the Congressional mandate, none have involved Federal employees, all have been restricted to a particular geographic region and/or work setting, only one has included men as well as women as potential victims, and most have restricted harassment to heterosexual behavior.

Major Views of Sexual Harassment

Three major views of sexual harassment have emerged from most of this literature: one concerning the underlying social-political basis for the behavior, the second concerning the vulnerability of particular groups to sexual harassment and the third, concerning the motivation behind the behavior.

The three views are:

1. That sexual harassment is an abuse of power that is exercised by those with power, usually male supervisors, over low-status employees, usually women.

---

[4] For a further discussion of this case law see Appendix H.

[5] For a fuller review of the literature see Appendix G.

[6] For example, see Backhouse and Cohen, 1978; Farley, 1978; Martin, 1978; Appendix H.

[7] Since the results were not based on information derived from a scientifically selected probability sample, predictions for the population at large are usually not valid.

[8] See for example, Kelber, 1979; Lang, 1979; New Responses, Inc., 1979; Safran, 1976; Working Women's Institute, 1979; Appendix H.

[9] See Benson and Thompson, 1979; Gutek and Nakamura, 1980; Livingston, 1979; Appendix H.

2. That individuals with certain low-status, low-power characteristics, such as youth and low salaries and who are tied economically to their jobs, are more vulnerable to sexual harassment than others.
3. That sexual harassment is an expression of personal attraction between men and women that cannot and should not be stopped.

The first two views are closely related. They grow out of a belief that sexual harassment is a form of sex discrimination and abuse of power used to keep women in their place at the low end of the economic scale. This view is based on the fact that on average women earn only 59 cents for every dollar that a man earns and that sexual harassment is one example of the sex discrimination that maintains this disparity.

The first view sees sexual harassment primarily as an expression of power (see for example, Backhouse and Cohen, 1978; Farley, 1978; Appendix H.). One example of this perspective sees sexual harassment as a form of violence or threat of violence used as a mechanism of social control over women to limit their access to certain jobs or their job success and mobility (Bularzik, 1978). Others emphasize that sexual harassment is used as a powerful lever to maintain the status quo in traditional economic and social relationships (Silverman, 1976-77).

The second major view about sexual harassment that emerges from the analytic literature has to do with the vulnerability of particular groups of women working in particular kinds of jobs. It has been suggested that women, particularly women from minority groups, working for low wages in low-status jobs are particularly vulnerable to sexual harassment because of their economic dependence on their jobs (see for example, Hooven and McDonald, 1978). Another group considered to be particularly vulnerable to harassment are women working in traditionally male occupations because they have invaded a private male preserve (Silverman, 1976-77; also see Martin, 1978, on harassment among women police officers).

The third view reflects a fundamentally different view of the sex roles of men and women and the impact that these roles have on their relationships to each other on the job. This theory grows out of a belief that rather than being a source of power of men over women, the vagueness and broad nature of the definitions of sexual harassment used by both OPM and EEOC will undoubtedly lead to a barrage of trivial and unfounded complaints against men. Followers of this view also might be inclined to believe that the sexual relationships between men and women are expressions of personal attraction, and that although some of the consequences of these relationships may involve harassment, it is not appropriate for an employer to become involved (Berns, 1980). This study will review the evidence for these three views.

Study Design

Of primary concern in developing the study was the desire to develop a scientifically valid survey instrument that would determine whether sexual harassment was a problem in the Federal workplace and address the questions posed in the Congressional mandate. Secondarily, we wanted to gather information that would permit examination of the major views about sexual harassment in order to make appropriate policy recommendations.[10]

With the assistance of OPM, a disproportionately stratified random sample[11] of civilian employees in the Executive Branch was selected to be in the study. The four variables on which the sample was stratified were: (1) sex, (2) minority status, (3) salary, and (4) organization.

As a result of revising the survey instrument through pretests on a cross section of Washington, D.C.-based Federal employees, the final product contained 12 pages with 63 questions. Over 23,000 men and women received questionnaires in May 1980, which were sent to the respondents' homes to preserve their confidentiality and anonymity. The rate of return from two mailings of the questionnaire was 85%—a rate considerably higher than is usually required for statistical reliability.[11] The members of the sample were asked to base most of their answers on their work experience during the 24-month period from May 1978 to May 1980. Both the preliminary findings presented at the Congressional hearing in September 1980 and the Final Report were prepared by the MSRS research team based upon the data gathered from the survey.

---

[10] A more detailed description of the methodology employed by the research team is given in Appendix A.

[11] See footnotes 1 and 2 in Executive Summary for explanation.

Disclaimers and Cautions in Interpreting the Data

In reading this report and interpreting the data, some issues should be kept in mind. First, the incidence data is based upon the number of respondents who personally indicated that they had received what they believed to be uninvited and unwanted sexual attention. Thus, the method of identifying victims for this report involved a self-defining process on the part of the respondents. This approach seemed to be a reasonable way to measure incidence of sexual harassment and in line with the OPM definition of sexual harassment, which also relies on self-identification of victims. This method of determining incidence cannot measure whether the initiator believed that the behavior was sexually harassing, although the questionnaire afforded some opportunity for those who had been accused of sexual harassment to describe their experiences.

A second major caution in interpreting the data concerns the perceptual and language differences that may have been operating on the men and women who took this questionnaire. That men and women look at sexual behavior differently is important to keep in mind when looking at the reported experiences of men victims in the following chapters.[12] There is an indication from the data that the behavior that is referred to as unwanted and uninvited sexual attention, particularly for reported cases of actual or attempted rape or sexual assault, may be different for men and women respondents.[13]

Also, men and women may have different reactions to the unwanted behavior. Sexual behavior that may be offensive to women may be more or less offensive to men when they are the recipients. Social norms have encouraged men to be sexually aggressive and women to be sexually passive (Faltzman, 1974). As modern attitudes have altered these stereotypical expectations, it is not surprising that stress or confusion often results when these sex roles reverse.

For example, one study that was conducted on young adults found that when men and women were asked their views about sexual behavior that could happen to them, the men were much more likely to see less severe behaviors, such as pressure for dates, as more offensive than did women. The men felt uncomfortable as the recipients of these actions since their typical sex role was reversed, whereas, the women, were not as offended since they saw the unwanted attention as part of normal dating behavior.[14]

In addition, the degree to which victims felt bothered by their sexual harassment could not be measured closely in this study. There is reason to believe that men who indicate that they have been sexually harassed are not only talking about different behavior (language difference) than women victims, but are affected in very different ways. The only other scientific study on sexual harassment that involved male respondents found that in general male victims were more likely to think that sexual harassment was flattering or ego-enhancing and the women victims were more likely to think that the experience was threatening or interfered with the effective conduct of their work (Gutek and Nakamura, 1980).

A final caution in interpreting the data in terms of the experiences of male and female victims is raised. That is the belief that it is not reasonable to equate the sexual harassment of men with the sexual harassment of women, since men traditionally have had more opportunities for advancement in the workplace. This view states that since this is a society where laws have had to be enacted to ensure women their rights, the sexual intimidation of men is not logically as severe or discriminatory as that of women (McKinnon, 1979).

Presentation of the Report

The Final Report is organized into eight additional Chapters plus Appendices. The Chapters are as follows:

Chapter 2: View of Federal Workers Toward Sexual Harassment—the attitudes of men and women toward sexual behavior in the Federal workplace.

Chapter 3: Extent of Sexual Harassment in the Federal Workplace—the overall incidence level of such behaviors among women and men.

---

[12] Janet Faltzman Chafetz, *Masculine—Feminine or Human?* Overview of the Sociology of Sex Roles, F.E. Peacock Publishers, Inc., Itasca, Illinois, 1974.

[13] See Chapter 3.

[14] Martha R. Burt and Rhoda E. Estep, "Assessing the Impact of Sexually Intrusive Events," unpublished manuscript, University of Minnesota, 1976.

Chapter 4: Victims of Sexual Harassment—the personal and organizational characteristics of women and men victims and their work environment.

Chapter 5: Perpetrators of Sexual Harassment—the characteristics of those who initiate sexual harassment.

Chapter 6: Incidents of Sexual Harassment—the perceived use of leverage by harassers, as well as victims' responses to the sexual harassment.

Chapter 7: Impact and Cost of Sexual Harassment—actual dollar cost of sexual harassment to the Federal Government, as well as the perceived consequences to victims.

Chapter 8: Awareness of Remedies and their Effectiveness—opinions of victims and their supervisors toward informal and formal institutional remedies for stopping sexual harassment.

Chapter 9: Summary of Findings, Conclusions and Recommendations.

The Appendices are as follows:

Appendix A: Methodology—explanation of the methodology used in preparing the study, including the development of the questionnaire, the selection and design of the sample, conduct of the study, the preparation and analysis of the data, and the confidentiality and anonymity of participants.

Appendix B: Definitions of Terms—definitions of commonly used terms that appear in this report.

Appendix C: Survey Questionnaire—a copy of the cover letters and questionnaire used in the survey.

Appendix D: Additional Statistical Analyses—back-up data for figures and tables that appear in the report, as well as additional figures and tables.

Appendix E: Official Policy Documents—copies of Memoranda of Understanding Between the Investigations Subcommittee and MSPB, EEOC, and OPM; OPM Policy Statement and Definition of Sexual Harassment; EEOC Guidelines on Discrimination Because of Sex; and EEOC Instructions for Prevention of Sexual Harassment in the Workforce Plans.

Appendix F: Agency Actions Regarding Sexual Harassment—recent steps taken by agencies to reduce sexual harassment.

Appendix G: Survey of Literature—a review of the current literature on the subject of sexual harassment.

Appendix H: Annotated Bibliography—an annotated listing of major or useful works classified as general theory and analysis, studies and surveys, mass media articles, legal commentaries, miscellaneous reports, booklets and guides, and bibliographies.

2

View of Federal Workers Toward Sexual Harassment

- Both men and women Federal workers generally agree that uninvited behaviors of a sexual nature constitute sexual harassment.
- Federal workers believe supervisors should be held to a higher standard of conduct than other workers regarding sexually oriented behavior on the job.
- Both men and women Federal workers believe sexual activity, whether voluntary or otherwise, should not occur between people who work together.
- Men show a greater tendency than women to think victims are somewhat responsible for bringing sexual harassment on themselves and are inclined to believe the issue of sexual harassment has been exaggerated.
- Both men and women Federal workers think sexual harassment is something people should not have to tolerate.

> The "playing around" many of us engage in is mutually agreeable between consenting adults and greatly relieves tension in a tense environment. No one who didn't want to join in has ever been bothered.
>
> There is a great deal of sexual innuendo and joking that goes on in my office . . . . It is uncomfortable to me, and I consider it a kind of sexual harassment.

Two views of sexually oriented behavior on the job.[1] Which is more typical of Federal workers? Do Federal workers think behavior of a sexual nature should go on in the office? At what point does such conduct cease being acceptable or tolerable and begin to seem like sexual harassment? Do different groups of employees view these things differently?

These were some of the questions that came to mind when the Subcommittee on Investigations directed the Merit Systems Protection Board to determine "what kinds of behavior are perceived to constitute sexual harassment and whether the attitudes of men and women differ in this respect."[2] They were interested in learning not only how Federal workers define sexual harassment, but also how they feel generally about sexually oriented behaviors on the job—such things as affairs between people in the same office and people using sexuality to get ahead on the job.

---

[1] These and other comments that appear in this report were provided by Federal workers on their questionnaires or through a sexual harassment "hotline" in a Federal agency.

[2] Congressional Memorandum of Understanding; see Appendix E.

We anticipated that men and women would differ not only in how they define sexual harassment, but also in how they feel about sex in the office, since research has shown that the perceptions of men about sexuality in general and sexual activity differ from those of women and that men tend to use different language to describe sexual experiences.[3] We also thought people who had experienced what they considered to be sexual harassment might feel differently about sexually oriented activity in the office than would people who had not.

We found substantial agreement among Federal workers in the way they defined sexual harassment. We also observed a tendency to hold supervisors to a higher standard of conduct than nonsupervisors. The majority of women considered all of the six forms of uninvited and unwanted behaviors they were asked about to be sexual harassment, whether initiated by a supervisor or another worker. The majority of men regarded all the forms of behaviors as sexual harassment when initiated by a supervisor but did not consider sexually suggestive looks, gestures, remarks, joking, teasing, or questioning to be harassment when coming from a coworker.

As to their general attitudes, Federal workers indicated that they believe sex, whether engaged in voluntarily or otherwise, has no place in the office. Most respondents also thought that sexual harassment is a behavior that should not be tolerated. The majority of women thought people should not have affairs with people they work with, and nearly all felt unwanted sexual attention is something people should not have to put up with. The majority of men also disapproved of affairs between people who work together and believed workers should not have to put up with sexual harassment. However, men differed from women in showing a greater tendency to hold victims responsible for their own harassment and thinking the issue of sexual harassment has been exaggerated.

Federal Workers' Definition of Sexual Harassment

To learn how Federal workers define sexual harassment, we listed six forms of behavior and asked whether they would consider each form to be sexual harassment "if (this) happened to you or someone else at work."[4]

The six forms of behavior were:[5]

- Uninvited pressure for sexual favors;
- Uninvited and deliberate touching, leaning over, cornering, or pinching ("deliberate touching");
- Uninvited sexually suggestive looks or gestures ("suggestive looks");
- Uninvited letters, phone calls, or materials of a sexual nature ("letters and calls");
- Uninvited pressure for dates; and
- Uninvited sexual teasing, jokes, remarks, or questions ("sexual remarks").

These behaviors for the most part were taken from the Office of Personnel Management's (OPM) definition of sexual harassment, as had been directed by the Subcommittee on Investigations. One behavior not mentioned in the definition but referred to in the literature on sexual harassment was included in the survey: "uninvited letters, phone calls, or materials of a sexual nature."

It seemed possible that Federal workers would view sexually oriented behaviors differently depending on the job status of the person demonstrating the behavior. Thus, for each of the six forms of behavior, we posed two questions: If a *supervisor* did this, would you consider this sexual harassment? If *another worker* did this would you consider this sexual harassment? The possible responses were: "definitely not," "probably not," "probably yes," "definitely yes," and "don't know."

Many Uninvited Behaviors Constitute Sexual Harassment

Substantial agreement existed among Federal workers that uninvited behaviors of a sexual nature constitute sexual harassment. We had expected to find that men and women view

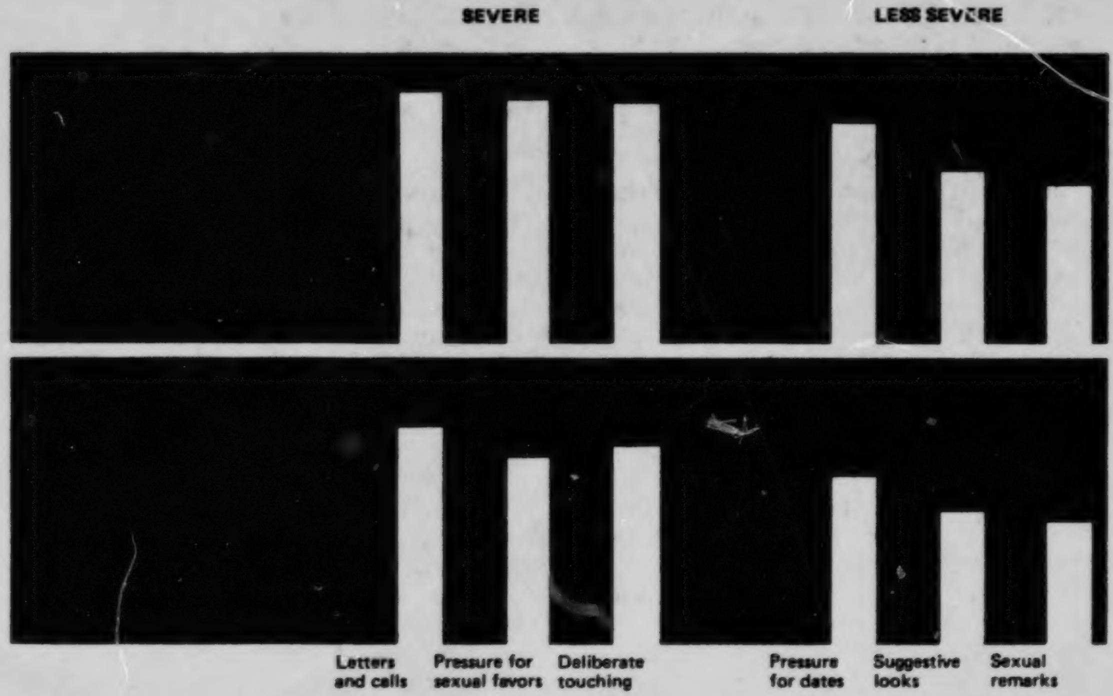
---

[3] Burt and Estep, 1976; Gutek and Nakamura, 1980; Chafetz, 1974 (Chapter 1, footnote 12).

[4] Survey Questions 2-7, b, d; see Appendix C.

[5] A seventh form of behavior—actual or attempted raped or sexual assault—appears in later discussions. However, since rape and sexual assault are criminal offenses, Federal workers were not asked whether they considered these sexual harassment.

FIGURE 2-1
Definition of Sexual Harassment
Percentage of Male and Female Federal Employees Who Agreed that Each of Six Forms of Unwanted, Uninvited Sexual Attention Constitutes Sexual Harassment (Questions 2-7, b & d)



NOTE: Percentages are based on "Probably Yes" and "Definitely Yes" responses to questions.

Women ■
Men □

sexual harassment somewhat differently, that women consider all of the six behaviors sexual harassment but that men regard only the most direct, most obvious conduct as harassment. Instead, we found considerable agreement between the two groups.

As Figure 2-1 shows, the majority of women considered all six uninvited behaviors to be sexual harassment,[6] regardless of whether the perpetrator is a supervisor or another worker. Although men were somewhat less likely to think that any one of the behaviors constituted sexual harassment, the majority of men considered the behaviors to be sexual harassment—with two exceptions. Somewhat fewer than half (but still sizeable percentages) thought "suggestive looks" or "sexual remarks," when coming from another worker, constituted sexual harassment. Since these are two behaviors that are thought to be somewhat indirect and subject to different interpretations, our expectation that men would regard only the most obvious behaviors as sexual harassment was partially borne out.

As can be seen in Figure 2-1, both men and women showed a pattern in their responses. For both groups there was clear agreement that three behaviors—"letters and calls," "pressure for sexual favors," and "deliberate touching"—constituted sexual harassment. There was somewhat less agreement about the other behaviors—"pressure for dates," "suggestive looks," and "sexual remarks."

It is worth noting that two of these latter behaviors—"suggestive looks" and "sexual remarks"—tend to be indirect and subject to different interpretations. Another group of actions that might be regarded as ambiguous—"deliberate touching"—fell about the seeming demarcation between considerable agreement and general agreement, while a rather overt behavior—"pressure for dates"—fell below.

---

[6] That is, they responded "definitely yes" or "probably yes" that they considered the behavior to be sexual harassment. See Appendix D for more complete statistical information for this and other figures and tables.

It is also interesting to note that the majority of Federal workers considered all of the behaviors listed in the Office of Personnel Management's definition as harassment. Moreover, the form of behavior not included in the OPM definition—"letters and calls"—was the behavior about which there was most agreement. Nine of every 10 women thought such behavior constituted sexual harassment, whether the perpetrator was a supervisor (93%) or another worker (87%), and at least 3 of 4 men agreed (87% if a supervisor did it and 76% if another worker did it).

For purposes of later analysis, the behaviors about which there was considerable agreement were grouped in a category designated "severe" harassment, and those about which there was general agreement were termed "less severe" harassment. On this basis, we can say that the majority of men and women who work for the Federal Government believe that "severe" forms of uninvited behavior are sexual harassment, whether initiated by a supervisor or another worker. The majority of men and women also think "less severe" behavior is sexual harassment when engaged in by a supervisor.

Supervisors Generally Agree with Definition

Male and female supervisors[7] defined sexual harassment substantially the same way as did men and women in general. The majority of female supervisors felt all of the behaviors, regardless of whether initiated by a supervisor or another worker, constitute sexual harassment. The majority of male supervisors agreed, with the same two exceptions as men in general—"suggestive looks" and "sexual remarks" coming from another worker—but, again, substantial percentages (46% and 42%) thought these behaviors constitute harassment.

Like men in general, male supervisors were somewhat less likely than women to agree that any of the uninvited behaviors constituted sexual harassment. Male supervisors also were less likely to regard a behavior as harassment than were female supervisors. Since most supervisors are men,[8] these findings raise some questions: Are supervisors generally able to identify sexual harassment in their organizations, particularly the less severe behaviors demonstrated by nonsupervisory personnel? Will the 12% to 58% of male supervisors who do not consider the various behaviors sexual harassment be able to be assertive in enforcing sanctions against those behaviors?

Motives and Sensitivity to Sexual Overtures

Whether a behavior is considered sexual harassment is related to some extent to the perceived motive of the person exhibiting the behavior. We learned this by asking Federal workers how strongly they agreed or disagreed with the statement, "I would call something sexual harassment even if the person doing it did not mean to be offensive."[9]

As Table 2-1 indicates, few Federal workers, regardless of gender, supervisory status, or victim status, would consider an act sexual harassment had the initiator not intended to be offensive. For most workers, the perceived motive or demeanor of the initiator does make a difference.

To learn something about sensitivity to the issue of sexual harassment, we also asked Federal workers how they felt about the statement, "People shouldn't be so quick to take offense when someone expresses a sexual interest in them."[10] We thought that since men are usually the ones to be accused of sexual harassment,[11] they would identify with the harasser and think people shouldn't be so quick to take offense. We expected men would think most behavior was not intended to be offensive and thus the recipient should not take offense. On the other hand, we expected that women would tend to identify with the victim, and, showing a greater sensitivity to sexual overtures, would be less likely to believe people shouldn't take offense so quickly. This difference was somewhat reflected in the responses. As Table 2-1 shows, half the men, but only about one-third of the women, agreed

---

[7] See Appendix B for a definition of supervisor and other terms used in this report; See Appendix D, Figure A for data.

[8] Approximately 322,800 men and 88,000 women are supervisors according to the survey data.

[9] Survey Question 1(i).

[10] Survey Question 1(g).

[11] See Chapter 5.

Table 2-1

Sexual Attitudes

(Question No. 1)

These are the opinions that Federal workers have expressed about different kinds of sexual behavior that can happen at work. Percentages are of Federal workers—men, women, supervisors, nonsupervisors, victims and nonvictims—who *agreed* with the following statements.

	Respondents					
Definition of Sexual Harassment:	Women	Men	Supervisors	Nonsupervisors	Victims	Nonvictims
(i) I would call something sexual harassment even if the person doing it did not mean to be offensive.	26%	28%	30%	27%	31%	26%
(g) People shouldn't be so quick to take offense when someone expresses a sexual interest in them.	36%	48%	45%	43%	44%	43%
Sexual Activity in the Office:						
(b) Morale at work suffers when some employees seem to get ahead by using their sexuality.	93%	90%	92%	91%	94%	90%
(d) There's nothing wrong when women use their sexuality to get ahead on the job.	4%	4%	4%	4%	4%	4%
(k) There's nothing wrong when men use their sexuality to get ahead on the job.	3%	4%	4%	4%	4%	4%
(a) I think it's all right for people to have sexual affairs with people they work with.	17%	26%	21%	23%	23%	23%
Responsibility Of Victims For Their Own Harassment:						
(j) When people say they've been sexually harassed, they're usually trying to get the person they accuse into trouble.	7%	13%	11%	11%	9%	12%
(f) People who receive annoying sexual attention have usually asked for it.	22%	31%	30%	27%	23%	29%
(m) The issue of sexual harassment has been exaggerated—most incidents are simply normal sexual attraction between people.	23%	44%	43%	34%	28%	39%
Policy Implications:						
(e) Unwanted sexual attention on the job is something people should *not* have to put up with.	97%	95%	96%	95%	96%	95%

Note: Percentages are based on "Agree" and "Strongly Agree" responses to statements.

or strongly agreed with the statement. Thus, it appears that women would be more likely to be offended when someone expresses a sexual interest in them.

Different Behavior Is Expected of Supervisors

Federal workers think supervisors should be held to a higher standard of conduct when it comes to sexual behavior on the job than should other workers. As Figure 2-1 shows, for every one of the six forms of uninvited, unwanted sexual attention, both men and women were more likely to consider a behavior sexual harassment if initiated by a supervisor than if initiated by another worker. There are no data to suggest why workers felt this way. The discrepancy may imply that since supervisors hold positions of power, their behavior should be exemplary. Uninvited sexual attention may be seen as less threatening and coercive when initiated by a coworker, who usually has little power over the recipient. This assumption was borne out by findings presented in Chapter 6.

Federal Workers' Attitudes Toward Sexuality in the Workplace

The late Margaret Mead felt that there is no place in the work environment for sexuality, and she called for a general societal taboo against mixing business and sex.[12] Other people just as sincerely regard this as an unnecessarily harsh solution to the problem of sexual harassment, whatever its extent. They note that since most people spend most of their working hours on the job, that is where they form many of their meaningful and long-lasting relationships, including social sexual relationships. We wondered how Federal workers felt about this and related issues. Do they think mutually agreeable sexual activity between people who work together is all right? What about people who use their sexuality to get ahead on the job? Do Federal workers think the problem of sexual harassment is really as great as it has been made out to be? And is it just part of the job, something that many people bring on themselves?

Several questions were designed to shed some light on these issues.

Sex Does Not Belong in the Office

Voluntary sexual affairs on the job. Federal workers were asked whether they thought "it's all right for people to have sexual affairs with people they work with."[13] As Table 2-1 suggests, there was considerable agreement that even such voluntary activities should not go on. The finding that supervisors, along with women, were even less likely than other groups to approve of voluntary sexual affairs is noteworthy, particularly since most supervisors are men. This result, together with the fact that only 22% of male supervisors questioned approved of this behavior,[14] may help answer a question raised earlier.

Since most supervisors, both male and female, do not approve of such relationships, they may not hesitate to enforce sanctions against sexual harassment out of fear of interfering with possible voluntary relationships.

Using sexuality to get ahead on the job is wrong. Federal workers were asked three questions about the use of sexuality to get ahead on the job.[15] As can be seen in Table 2-1, there was almost universal agreement among Federal workers, regardless of gender, supervisory status, or victim status, that morale at work suffers when employees seem to get ahead by using their sexuality. Likewise, Federal workers—be they men or women, supervisors or nonsupervisors, self-reported victims of sexual harassment or nonvictims—overwhelmingly disapproved of employees using their sexuality to get ahead on the job. The fact that very few approved of this behavior whether used by a man or a woman, indicates that Federal workers do not apply a double standard to the sexes in this regard. Responses to these three questions seem to indicate that Federal workers feel people should not mix business with pleasure.

That sexual favoritism (as such use of sexuality to get ahead on the job is usually called) was censured by 9 of every 10 Federal workers, men and women alike, is interesting in light of recent Government statements on this matter. In interpretive guidelines issued in November 1980,[16] the Equal Employment Opportunity Commission (EEOC) affirmed that sexual harassment under certain conditions is a form of discrimination on the basis of sex. The EEOC did not regard sexual favoritism specifically as a form of sexual harassment, but did caution that when such favoritism occurs, the employer may be liable for unlawful sex discrimination against other employees who were qualified but did not receive the employment opportunity or benefit. This survey did not address the issue of sexual favoritism beyond the three questions seeking employee attitudes toward it, however, this would be an interesting topic for subsequent research.

---

[12] Mead, 1978; see Appendix H, General Theory and Analysis.

[13] Survey Question 1(a).

[14] See Appendix D, Table A.

[15] Survey Question 1(b), 1(d), and 1(k).

[16] See Appendix E for the full text of the EEOC Guidelines.

Victims May Bear Some Responsibility

Three items in the Questionnaire[17] were designed to discover whether Federal employees hold victims responsible for their own harassment, that is, whether they tend to blame the victim. These questions, again presented in the form of statements with which the respondent could agree or disagree, were: "People who receive annoying sexual attention have usually asked for it," "When people say they've been sexually harassed, they're usually trying to get the person in trouble," and "The issue of sexual harassment has been exaggerated—most incidents are simply normal sexual attraction between people." Partial responses are shown in Table 2-1.

Few women agreed with any of the three statements. The responses of men were mixed. Although less than a majority of men thought that victims ask for attention or are vindictive in accusing their harassers, the percentages were greater than those of women. Further, almost half of the men thought that the issue of sexual harassment has been exaggerated (compared with less than one-fourth of the women). Looked at in another way, men were about twice as likely as women to think the issue has been exaggerated (44% of men, but only 23% of women agreed or strongly agreed with the statement).

In summary, for all the "blame the victim" attitudes, substantially smaller percentages of women than men agreed with the statements This would indicate that men are more inclined to believe that victims bring sexual harassment on themselves, to think accusers are trying to get people in trouble, and to think the issue of sexual harassment has been exaggerated.

Supervisors as a group tended to see things as men in general saw them. While this may not be surprising, since most supervisors are men, it is noteworthy. Of particular interest is the fact that almost half (43%) of the supervisors agreed that the issue of sexual harassment has been exaggerated. Might this indicate a lack of understanding on the part of supervisors as to the actual incidence rates of sexual harassment in their own agencies and in the Federal Government as a whole?

Not surprisingly, since most victims are women, victims of sexual harassment tend to hold views similar to those of women in general. This may be because people who have experienced a behavior usually are more sensitive to that behavior than others. In contrast, nonvictims tend to think more like men in general and like supervisors on these issues.

Sexual Harassment is a Problem and Should not be Tolerated

Several additional questions were asked to get an overall picture of how Federal workers view sexual harassment as a problem. Is it just part of the job, something people have to learn to put up with? Or is it a real problem? Is enough being done about it?

Federal workers—be they men or women, supervisors or nonsupervisors, victims or nonvictims—strongly agree that people should not have to put up with unwanted sexual attention on the job[18] (see Table 2-1). Nevertheless, a great many apparently must, for some 197,900 Federal workers (3 in 20 women and 2 in 20 men) say unwanted, uninvited attention *is* a problem where they work.[19] The finding that around one-fourth of both male and female victims think unwanted, uninvited attention is a problem where they work (See Table 4-3, Chapter 4) suggests that victims feel they are not the only ones in their organization who have been sexually harassed—and in fact their responses to another question bears this out:[20]

---

[17] Survey questions 1(f), 1(j), and 1(m).

[18] That is, they agreed or strongly agreed with the statement, "Unwanted sexual attention on the job is something people should not have to put up with"; see Survey Question 1(e).

[19] Concluded from responses to Survey Question 44(e) Appendix D, Table 0. Other data on Survey Question 44 are reported and discussed more fully in Chapter 4.

[20] Concluded from response to Survey Question 34; see Figure 5-6 in Chapter 5.

43% of female narrators[21] and 31% of male narrators reported that the person who had harassed them had also sexually bothered others at work.

Are organizations doing enough to eliminate the problem? About two in every twenty nonvictims (18% of men and 13% of women) said no.[22] The perceptions of victims were strikingly different: one in three victims—32% of males and 34% of females—apparently felt their organizations could be doing more to stop sexual harassment.

Conclusion

Federal workers think sexual activity, even voluntary affairs between people who work together, has no place in the office and believe people should not have to put up with uninvited sexual attention. They consider a number of forms of unwanted, uninvited sexual attention to be sexual harassment, particularly when the person exhibiting the behavior is a supervisor. However, most men and women would take the motives of the person into account and would not consider it sexual harassment if the person did not mean to be offensive.

That men and supervisors tend to think like each other but differently than women and victims about expressions of sexual interest and the responsibility of victims for their own harassment is not surprising, since most supervisors are men and most victims are women. The differences are worthy of note, however, and may have implications for efforts to reduce sexual harassment in the offices of the nearly 200,000 men and women who recognized it as a problem where they work. When even 4 in every 10 supervisors (43%) believe the issue of harassment has been exaggerated, 3 in 10 (30%) believe people who receive annoying sexual attention have usually asked for it, and 4 in 10 supervisors (45%) believe people should not be so quick to take offense when someone expresses a sexual interest in them, can we feel confident that sanctions against sexual harassment will be enforced? And when men and women are inclined to differ on these points, with men more than women showing a tendency to blame the victim and believe people shouldn't be so quick to take offense, is a need for better understanding between men—usually the "harassers"—and women—usually the "victims"—indicated?

In this chapter we learned that both men and women regard many forms of uninvited, unwanted sexual attention as sexual harassment and that 3 in every 20 women and 2 in every 20 men see such behavior as a problem where they work. Since these figures indicate only the number of respondents who see sexual harassment as an organizational problem rather than a personal problem they have had to face, the figures do not indicate the actual incidence of sexual harassment of Federal employees. The incidence of sexual harassment is examined in the next chapter.

---

[21] Narrators are victims who chose to describe one incident of sexual harassment in some detail; see Appendix B for a full description of narrators.

[22] That is, they disagreed with the statement, "My organization makes every effort to stop unwanted sexual attention among its employees"; see Survey Question 44(g); and see Table 4-3, Chapter 4.

3

Extent of Sexual Harassment in the Federal Workplace

- One out of every four Federal employees was sexually harassed on the job over a 2-year period.
- Women are much more likely to be victims than men—42% of all female Federal employees, but only 15% of male employees, reported being sexually harassed.
- Sexual harassment can take many forms, and every form except attempted or actual rape or sexual assault was experienced by a sizeable percentage of both men and women.
- Sexual harassment is not just a one-time experience—many victims were repeatedly subjected to harassing behaviors, particularly the less severe forms.
- incidents of harassment are not just passing events—most lasted more than a week, and many lasted longer than 6 months.
- The majority of Federal employees who had worked elsewhere feel sexual harassment is no worse in the Federal workplace than in state and local government or in the private sector.

"I said no, I simply was not going out with him after work and no, I simply was not going to have an affair with him because I thought I could rely on my job skills . . . ." and eventually "I was fired with 25 minutes notice on a Friday."[1] Stories like this from dozens of Federally-employed women led the Subcommittee on Investigations to ask the Merit Systems Protection Board to determine the "degree to which sexual harassment is occurring within the Federal workplace, its manifestation and frequency"[2] We wanted to learn how widespread harassment of Federal workers is, whether it happens to men as well as women, whether it is a one-time event or happens to some victims more than once, how long the incidents go on, and if harassment is worse in the Federal Government than in other work settings.

We found that sexual harassment is a problem for a large number of Federal workers—approximately 294,000 women and 168,000 men. For many of the women, harassment occurred repeatedly and frequently lasted a relatively long time. The men, though fewer in number, representing only one in every three victims, had similar experiences; relatively few reported their experiences to be one-time-only events that were soon over.

---

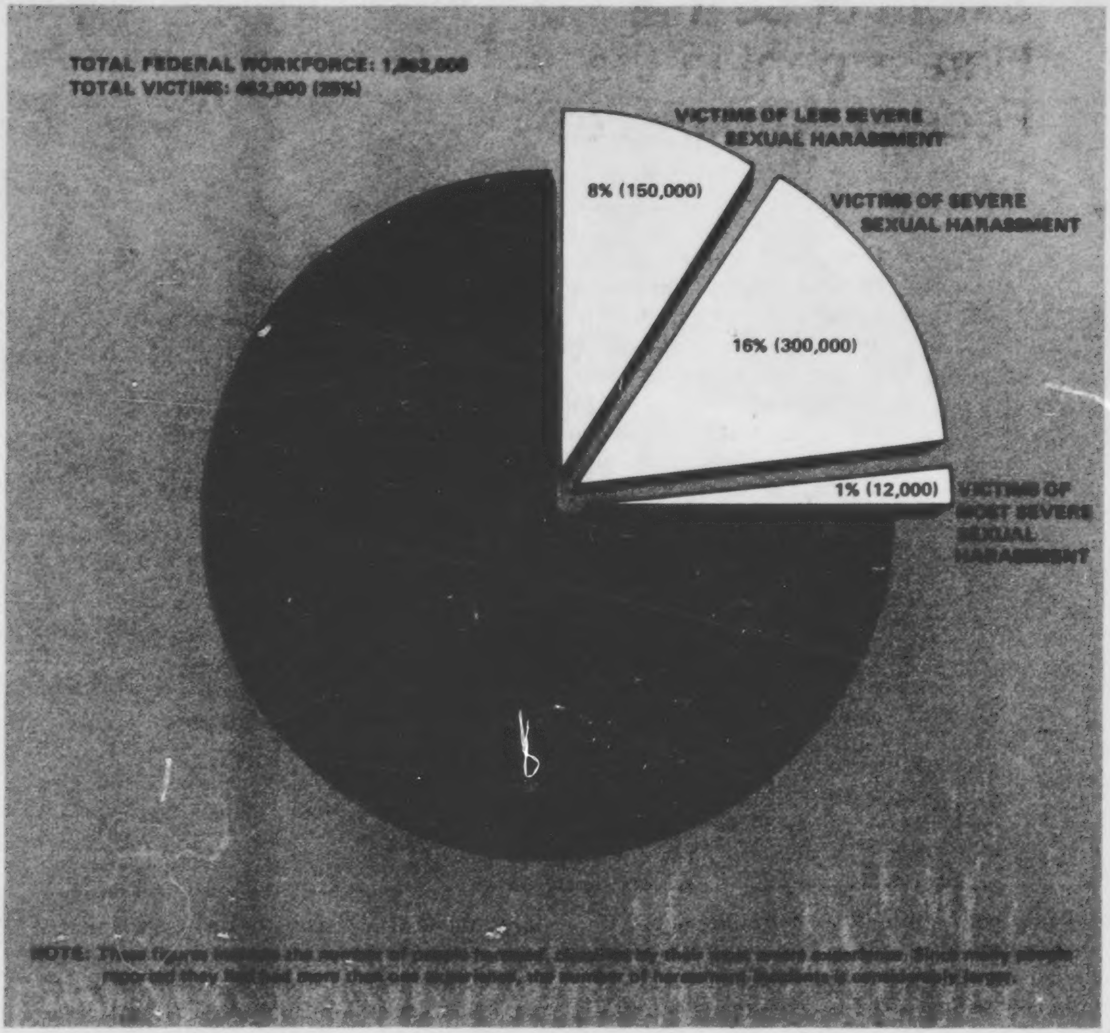
[1] Hearings before the Subcommittee on Investigations of the House Committee on Post Office and Civil Service on Sexual Harassment in the Federal Government, 1st sess., October 23, November 1, 13, 1979, pp. 71-74.

[2] Congressional Memorandum of Understanding, Appendix E.

FIGURE 3-1

Overall Incidence Rate of Sexual Harassment

Percentage of Federal Employees Who Experienced Sexual Harassment Between May 1978 and May 1980, by Severity of Harassment (Question 17)



NOTE: These figures indicate the number of people harassed, classified by their most severe experience. Since many people reported they had had more than one experience, the number of harassment incidents is considerably larger.

Sexual Harassment Is Widespread

To learn how common sexual harassment is, we asked Federal workers whether they had received, during the past 24 months (approximately May 1978 to May 1980), any of seven forms of uninvited and unwanted sexual attention from someone where they worked in the Federal Government.[3] The forms of behavior were:

- Actual or attempted rape or sexual assault;
- Pressure for sexual behaviors;
- Deliberate touching, leaning over, cornering, or pinching ("touching");
- Sexually suggestive looks or gestures ("suggestive looks");
- Letters, phone calls, or materials of a sexual nature ("letters and calls");
- Pressure for dates; and
- Sexual teasing, jokes, remarks, or questions ("sexual remarks").

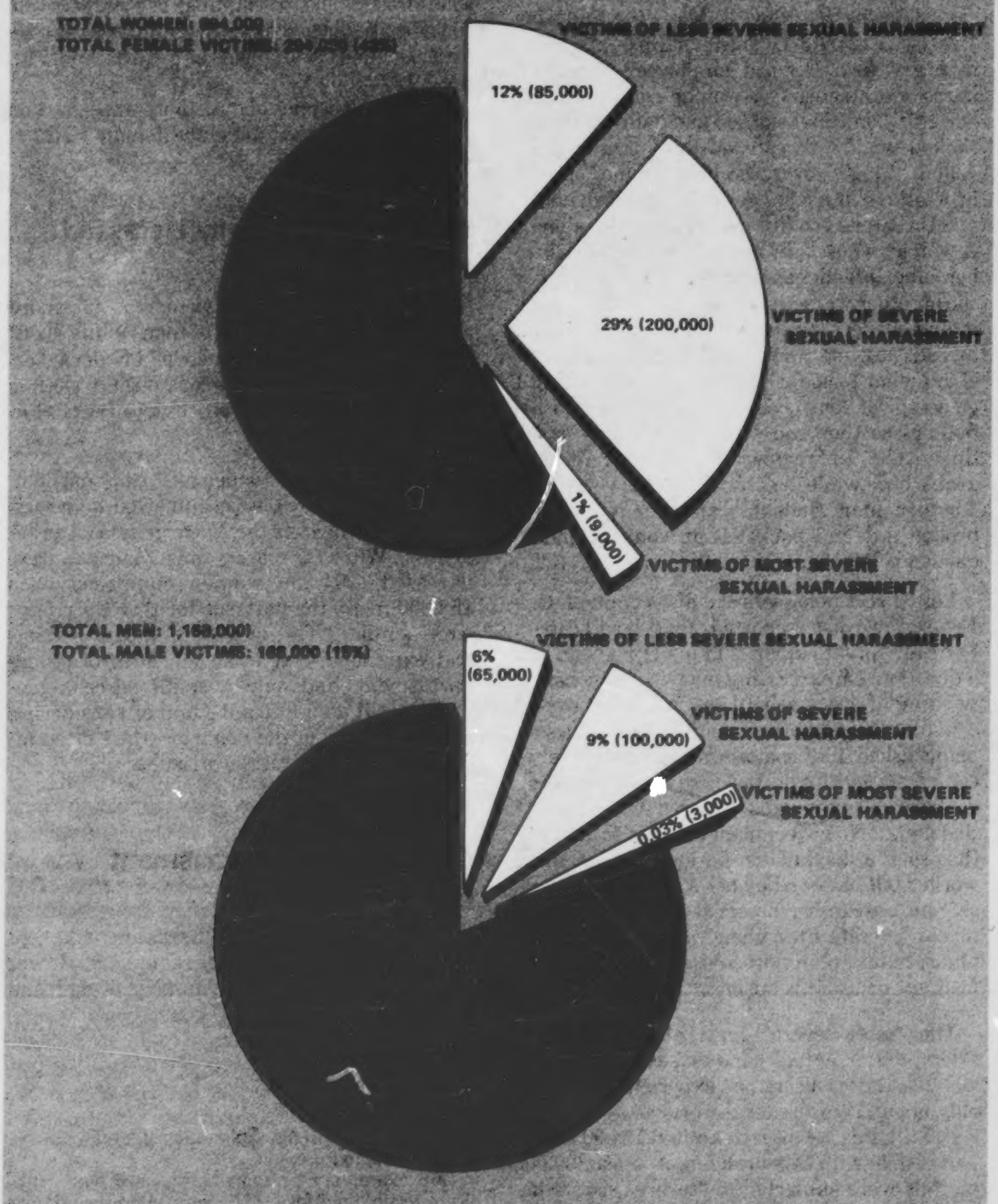
---

[3] Survey Question 17; see Appendix C.

FIGURE 3-2

Incidence Rate of Sexual Harassment Among Women and Men

Percentage of Female and Male Federal Employees Who Experienced Sexual Harassment Between May 1978 and May 1980, by Severity of Harassment (Question 17)



NOTE: These figures indicate the number of people harassed, classified by their most severe experience. Since many people reported they had had more than one experience, the number of harassment incidents is considerably larger.

As the earlier but limited Congressional investigation had indicated, we found that sexual harassment in the Federal workplace is widespread.

Approximately 462,000 Federal employees—a number roughly equal to the population of Denver, Colorado—reported being sexually harassed on the job between May 1978 and May 1980 (see Figure 3-1). These victims—about one in every four Federal employees—faced all kinds of problems. One woman was called into her Division Chief's office and "after a verbal shakedown, he threatened me, became more violent, lunged over the desk at me, offered promotions in exchange for sexual behaviors, and threatened to fire me if I didn't go along." A woman whose only access to a telephone is in her superintendent's office says that whenever she (or other women) uses the phone "the superintendent persists in putting his arm around me, kissing me, making obscene suggestions about what I should do with him, suggesting I go away for long weekends with him and his buddies so they can show me a really 'good' time." The male supervisor of a sandblaster grabs him while he's working on a scaffold. Another man finds his apartment and car broken into and packages of women's undergarments left there.

Less direct behaviors are also common. One Federal worker reported that her District Director "practically sits in my lap when I ask a question, embarrassing me with his constant twisting of every word I say into some sexual connotation." Another complains, "I resent being asked into someone's 'private office' to confer on legitimate business and then being confronted with walls papered with nudes." She adds: "No government office is so 'private' that such a display can be justified." A third worker felt harassed by her supervisor's excessive interest in her personal life, his questioning in "private little chats" about her marital plans, family planning, and other matters she feels are none of his business.

The "most severe" form of harassment—attempted or actual rape or sexual assault—was also the least common experience, faced by only about 1% of Federal workers (see Figure 3-1). Still, this means that around 12,000 people had to deal with this problem. At least 300,000 victims were subjected to "severe" sexual harassment, while at least half that number experienced "less severe" harassment."[4]

We say "at least" that many workers faced "severe" and "less severe" harassment because many people indicated they had experienced more than one of the seven forms of behavior asked about. When this happened, the victim was counted only once, on the basis of the most severe form of harassment he or she had encountered.[5] Thus, the number of incidents was considerably larger than the number of people experiencing harassment, as reported on Figure 3-1.

As the next section shows, there were marked differences between male and female Federal workers.

Women Are Sexually Harassed More Than Men

Sexual harassment of women is far more common than harassment of men. While about twice as many men as women hold Federal jobs (1,168,000 vs. 694,000), two out of three victims were women (294,000 women out of a total of 462,000 victims).

Eight in every 20 women (42%), but only 3 in every 20 men (15%), were subjected to harassment on the job over the 2-year period (see Figure 3-2). While far more women than men were harassed (294,000 women compared with 168,000 men), the patterns for the two groups were similar. The largest group of victims had experienced at least one form of severe harassment, and only a small percentage—though still a significant number considering the seriousness of the behavior—had faced attempted or actual rape or assault.

Most Forms of Harassment Are Common

Every form of sexual harassment except actual or attempted rape or sexual assault was experienced by a sizeable number of men and women.

---

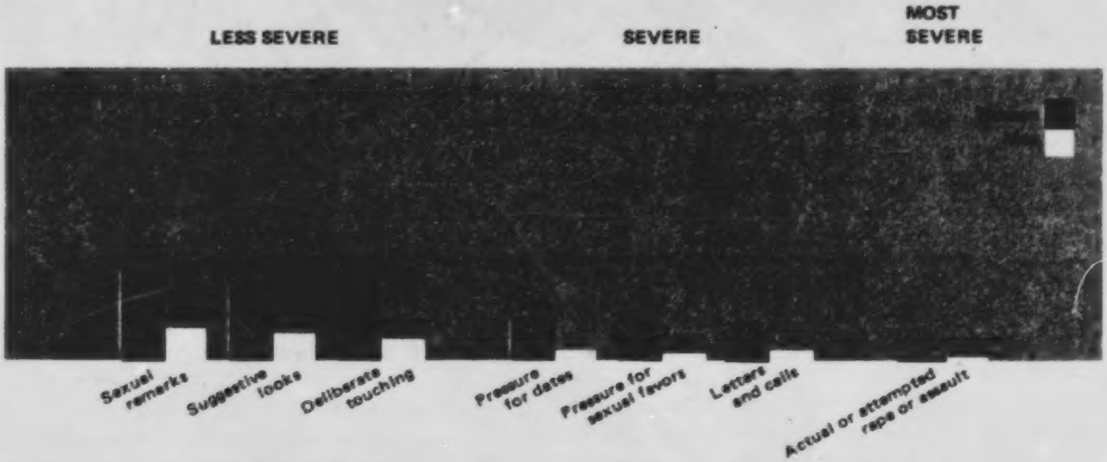
[4] See Appendix B for explanation of levels of severity of sexual harassment.

[5] For example, a person who reported both deliberate touching, a form of "severe" harassment, and pressure for dates, a "less severe" behavior, was treated as a victim of "severe" harassment.

FIGURE 3-3

Incidence Rate Among Various Forms of Sexual Harassment

Percentage of Female and Male Federal Employees Who Experienced Each Form of Sexual Harassment Between May 1978 and May 1980 (Question 17)



NOTE: Many respondents indicated that they experience more than one form of sexual harassment.

As Figure 3-3 shows, 1 in every 3 women employed by the Federal Government reported having been subjected to unwanted sexual remarks, 1 in 4 had been deliberately touched or cornered, 1 in 10 had been pressured for sexual favors, and 1 in 100 had faced actual or attempted rape or sexual assault. Since respondents were allowed to report more than one kind of behavior, many are counted more than once in these figures.

What kinds of experiences are these women talking about when they say they've been sexually harassed? A woman who works in a production area reports that she and other women employees are constantly subjected to suggestive remarks and propositions as they go about their jobs. She added that supervisors participate in this and frequently send women on unnecessary errands through the area just to give the men another opportunity to act this way. Another woman writes that a great deal of sexual innuendo and joking goes on in her office and everyone feels obligated to contribute or tolerate it. "It is very uncomfortable to me," she says, "so I consider it a kind of harassment." A clerical worker says her boss stands touching her while she works. When his "buddies" stop by his desk, he makes remarks that imply that she cooperates sexually with him. He offers to share her "services" with his buddies, in a tone and manner that make clear it is not clerical services he's talking about. Suggestive looks and gestures often accompany the joking and remarks. One woman, for example, says that her fellow employees make obscene gestures and remarks to and about her. Her supervisor thinks it's funny and does nothing about it.

Deliberate touching and cornering is cited by a large number of women. A supervisor stands so close to a female subordinate while giving instructions or looking over her work that he touches her—and while so doing makes suggestive body movements. "The last time the Regional Director was here," writes another victim, "the head secretary had to come to my rescue as the Director was practically breathing down my shirt."

Many women find materials of a sexual nature bothersome. One woman dislikes the way her male coworkers pass around and put up pornographic cartoons in work spaces. When she objects, her boss tells her she's too sensitive.

Pressure for dates and sexual favors are also cited by women. Their descriptions indicate that their experiences not only were bothersome, but sometimes had serious consequences. One woman says when she ignored her boss' advances, he began to treat her cruelly; for example, he made her take 4 hours of dictation, made her stay late to transcribe it, then in her presence threw it all away because "He didn't need it." Another woman's boss kept pestering her for dates and for favors and kept making personal remarks. When she would not change her mind and play around with him, he had her transferred to a less desirable job. During her first week on the job, reports a temporary trainee, her supervisor kept rubbing her back and shoulders while she typed and filed. Later he made a point blank advance, which she refused. Within a week she was let go on the grounds that she could not adapt to the office. The woman described earlier, whose Division Chief became violent when she refused to grant sexual favors sought medical help to calm her nerves but finally quit working altogether because of the experience. "I'm afraid to go back," she says.

Far smaller percentages of men have been the object of these unwanted attentions, but the pattern is similar. Generally, the less severe the behavior, the more likely the worker was to experience it, with sexual remarks and suggestive looks leading the list for both men and women and actual or attempted rape or sexual assault being relatively rare. It is more difficult to discern what kinds of experiences men are talking about when they say they've been sexually harassed, because few chose to describe their experiences in the open-ended comment section provided in the questionnaire. Information from other sources indicates that men tend to describe homosexual harassment, such as the experiences cited earlier.

It is interesting that the three most common forms of harassment—"sexual remarks," "suggestive looks," and "deliberate touching"—are the least direct and perhaps the most subject to different interpretations. One person's appreciative glance might be another person's suggestive look. Questioning about personal life might be intended as an expression of concern or caring but felt as an invasion of privacy. Writes one Federal worker, "the sexual harassment that goes on in my office is supposed to be in jest, but is very offensive and embarrassing." Another notes that the man in her office who tells sexual jokes and teases thinks the women enjoy his attention and remarks. Regardless of the possible ambiguity of some behavior, however, the important point is that a large number of Federal workers had found themselves the objects of this uninvited attention and *had not wanted it*—however innocent it had been or however innocuous it might have seemed to the initiator.

Sexual Harassment Occurs Repeatedly

To learn whether harassment is a one-time only experience or occurs repeatedly, we asked Federal workers how often they had been the object of the seven forms of uninvited, unwanted attention during the 2-year period—once, once a month or less, or once a week or more often.[6] Their responses made it clear that harassment is not a one-time-only phenomenon.

Generally, the less severe the harassment the more likely women were to experience it more than once. However, more than half the female victims of five of the seven forms of harassment (all of the less severe forms and two of the three severe forms) had been subjected to that behavior more than once (see Figure 3-4). Only for female victims of actual or attempted rape did the experience tend strongly to occur only once.

The experiences of men were similar, though for most forms a smaller percentage of male victims had experienced the behavior repeatedly. A marked difference between men and women was the frequency of actual or attempted rape or assault. More than half the men who reported this experience, but only one-fifth of the women, said they had faced it more than once. The experiences of men are somewhat surprising, as it was not anticipated that such serious behavior would occur repeatedly in more that half the reported cases. The sharp difference between men and women may reflect a difference in perceptions about what constitutes attempted rape or sexual assault. Further research might shed some light on this.

Incidents May Last Several Weeks or More

To add to the picture of harassment of Federal workers, victims were asked to describe in detail one particular incident, either their only experience, their most recent experience, or the one that had had the greatest effect on them. Victims who did so were termed "narrators," and the episodes they reported on were termed their "critical incidents."[7]

One question asked of these narrators was "How long did this unwanted attention last?"[8]

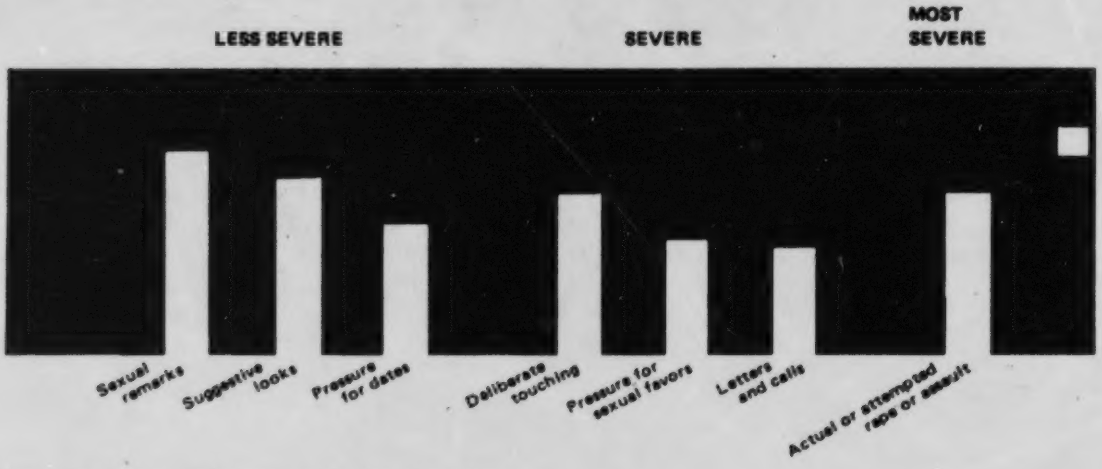
---

[6] See Survey Question 17.

[7] See Appendix B for a complete discussion of narrators.

[8] Survey Question 22; see Appendix D, Figure 0 for data.

FIGURE 3-4
Frequency of Sexual Harassment Incidents
Percentage of Female and Male Victims of Each Form of Harassment Who Experienced That Form of Sexual Harassment More Than Once[1] (Question 17)



[1] Once a month or less, 2-4 times a month, or once a week or more

Their responses indicated that incidents of harassment can last varying lengths of time, but that most go on a week or more—and a sizeable percentage persist for more than 6 months.

Responses of female narrators were somewhat evenly distributed among the closed choices presented in the questionnaire—less than 1 week (31%), several weeks (19%), 1 to 6 months (22%), and more than 6 months (28%). For one-third of the female victims of actual or attempted rape (33%), the incident was over in less than a week—but for an equal number the incident lasted a fairly lengthy time, from 1 to 6 months.

The incidents of male narrators also lasted varying lengths of time, but a somewhat larger percentage indicated their critical incidents were over in less than a week (39% compared with 31% for women). As with females, for one-third of the male victims of actual or attempted rape (32%) the experience lasted less than a week. In contrast with women, however, the largest group of these male victims (38%, compared with 17% of females) said their experience went on longer than 6 months. Again, this finding is somewhat surprising, one that might warrant further examination.

Sexual Harassment Is No Worse in Federal Workplace

The findings that large numbers of men and women are sexually harassed, that many are harassed more than once, and that the incidents last a relatively long time indicate that sexual harassment is a problem in the Federal work force. But is it any worse a problem in the Federal workplace than in the private sector, or for employees of state and local governments? Since we could not conduct a comprehensive survey of non-Federal workers, we sought to shed some light on this question by asking Federal workers who had held jobs outside the Federal Government what they thought.[9]

Their responses suggest that harassment is not worse in the Federal workplace. Of the men and women who had held jobs outside the Federal Government and had an opinion on the subject, around two-thirds (68% of the women and 61% of the men) thought there is about the same amount of sexual harassment in Federal and non-Federal jobs. An additional 20% of the women and 29% of the men thought there is more harassment in non-Federal jobs. The remainder thought there is less harassment in non-Federal jobs.

---

[9] See Survey Question 8; see Appendix D, Table B for data.

Although we have no data with which to validate this overwhelming consensus that sexual harassment is no worse in the Federal workplace, there seems no reason to dispute the opinion, since Federal workers probably reflect the cultural values and behavior of the larger U.S. society.

Conclusion

Clearly, sexual harassment is a problem for many women working for the Federal Government, and to a lesser extent for men. Indeed, evidence presented later (see Chapter 5) indicates that many harassers bother more than one person. Thus, a picture of the experiences of Federal workers begins to emerge: sexual harassment occurs repeatedly, frequently lasts a month or longer, occurs in multiple forms for many victims, and is part of an overall pattern of sexual harassment perpetrated by the harasser.

4

Victims of Sexual Harrassment

- Age, marital status, and sexual composition of the employee's work group have a relatively strong effect on whether a Federal employee is sexually harassed.
- Factors having a somewhat weaker relationship are employee educational level, race or ethnic background, and job classification, traditionality of the employee's job, and sex of the employee's immediate supervisor.
- Some Federal agencies have a greater incidence of sexual harassment than do others.
- Sexual harassment is more likely to occur in work environments where employees have poor communications with their supervisors and feel pressured to participate in activities of a sexual nature.

One in every four Federal employees reports having to deal with uninvited, unwanted sexual attention on the job.

One in 20 has been pressured for sexual favors.

One in 100 has faced actual or attempted rape or assault.

Who are these 462,000 men and women who have had to deal with sexual harassment on the job? And who are the people bothering them? This and the following chapter look at the victims and perpetrators of sexual harassment, at the same time exploring what are thought to be some of the causes of the problem.

Many people see sexual harassment as an expression of power, specifically a tool used (primarily by men) to keep other workers (typically women) in their place—and an expression of hostility toward workers (again, typically women) intruding in a world once exclusively the domain of the other sex.[1] This chapter addresses a corollary theory—that the people most likely to be sexually harassed are the powerless (those working in low-status jobs) or the pioneers (those working in jobs traditionally reserved for the opposite sex).

We hoped to determine whether victims of sexual harassment are found in disproportionate numbers within certain Federal agencies, job classifications, geographic locations, racial categories, age brackets, educational levels, and grade levels.[2] We also wanted to learn whether there are any personal or job characteristics

---

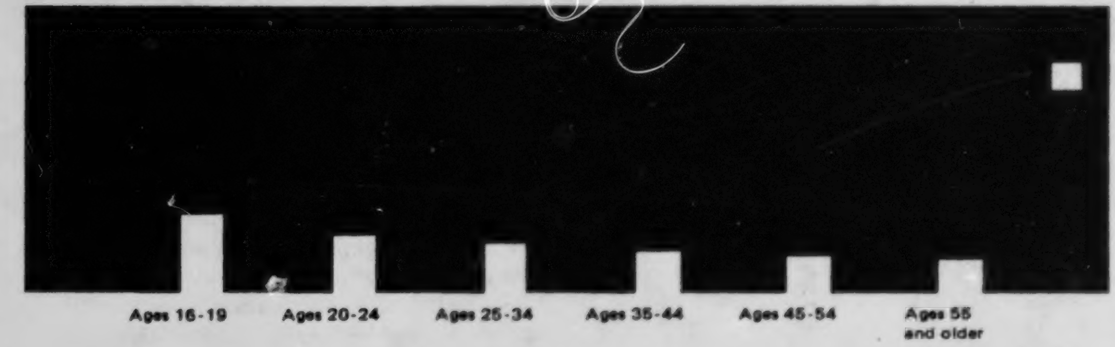
[1] See Chapter 1.

[2] See Congressional Memorandum of Understanding; see Appendix E.

Table 4-1
Characteristics of Federal Workers Most Likely To Be Sexually Harassed On the Job

Women Most Likely To Be Sexually Harassed Are...	**Men Most Likely To Be Sexually Harassed Are...**
• Young (under 34)	• Young (under 34)
• Single or divorced	• Widowed, single, or divorced
• Well educated (college degree or higher)	• Relatively well educated (at least some college)
• Members of either a minority or nonminority group (black, Hispanic, other minority, or white)	• Members of a minority group (black, Hispanic, American Indian, Alaskan Native, or other minority)
• Very dependent on their jobs	• Very dependent on their jobs
And Working ...	**And Working...**
• For the Departments of Labor, Transportation, or Justice, "Other Defense Department" agencies, the Department of Housing and Urban Development, the Air Force, Navy, or Marine Corps, the Veterans Administration, or other agencies	• For the Departments of Health, Education and Welfare; Justice; or Housing and Urban Development; the Veterans Administration; or the General Services Administration
• In any geographic region, but particularly in the North Central and Upper Midwest	• In any geographic region, but particularly in the Pacific region
• At any salary level, but particularly for less than $11,000 annually	• At lower salary levels (under $15,000 annually)
• As a GS-1 through GS-15 or in pay classification "Other"	• As a GS-1 through GS-8 or in an ungraded job
• In any occupation, but particularly as a trainee or in a professional/ technical position	• In any occupation, but particularly as a trainee or in an office/clerical position
• In a nontraditional position (though most victims hold traditional positions)	• In a nontraditional position (though most victims hold traditional positions)
• For an immediate supervisor who is male, or for several supervisors, both male and female	• For an immediate supervisor who is female, or for several supervisors, both male and female
• In a predominately or completely male immediate work group	• In a predominately or completely female immediate work group
Female Victims Also Tend To...	**Male Victims Also Tend To...**
• Have varying degrees of privacy in their workspaces, but particularly to have no workspace to call their own, to have a workspace that can be seen from one to three sides, or to have only a semi-private office	• Have varying degrees of privacy in their workspaces, but particularly to have no workspace to call their own
• Be working in a nonsupervisory capacity	• Be working in either a supervisory or nonsupervisory capacity
• Have worked for the Federal Government for varying numbers of years	• Have worked for the Federal Government less than 1 year
• Be working full time on a permanent basis	• Be working full time on a permanent basis or to be a part-time, seasonal, or temporary employee or a consultant
• Be working either regular day-time hours or on other schedules	• Be working on a schedule other than regular daytime hours (e.g., nights, weekends, alternating shifts)
• Be working in immediate work groups of all sizes, from groups of 1-5 persons to groups of 25 or more	• Be working in immediate work groups of all sizes, from groups of 1-5 persons to groups of 25 or more

FIGURE 4-1
Age of Victims
Percentage of Federal Employees of Different Ages Who Experienced Sexual Harassment (Question 61)



related to the incidence of sexual harassment that management could change to reduce the incidence of the problem. Such information is useful in framing remedies appropriate for different target groups.

The factors that showed a relatively strong relationship with experience of sexual harassment were employee age, marital status, and sexual composition of the employee's immediate work group (see Table 4-1). Factors that showed a somewhat weaker relationship were education level, race and ethnic background, job classification, traditionality of job, and sex of supervisor. In addition, the rate of incidence of sexual harassment varied somewhat from agency to agency.

A detailed discussion of these personal and organizational characteristics and a brief look at general work environments follow.

Several Personal Characteristics Are Related to Sexual Harassment

Since few studies have looked at men as potential victims, we had few expectations about the characteristics of male victims. We anticipated that most female victims would have similar personal and organizational characteristics that would make them more vulnerable to being harassed, and that generally they would have less power and lower status than women who are not harassed. We found that in some ways women with relatively little power and status, as measured by certain personal and organizational charcteristics, were more vulnerable to sexual harassment and in some ways they were not.

We expected to find that young, unmarried Federal workers, those less educated, very dependent on their jobs, and members of minority groups, were more vulnerable than others to sexual harassment. We found that age and marital status have a relatively strong relationship with sexual harassment, and educational level and race or ethnic background a somewhat weaker relationship.

Younger Workers Are More Vulnerable

Age makes a difference in whether a Federal worker, particularly a woman, is sexually harassed[3] (see Figure 4-1). Although men and women in all age brackets were victims, generally the lower the age bracket, the more likely the experience. The youngest workers (aged 16-19) had the highest incidence rates. These young workers, though they represented the fewest number of victims, were far more likely than workers in the oldest age bracket (aged 55 and older) to be sexually harassed—younger women were more than three times as likely and younger men twice as likely.

Single and Divorced Workers Are Likely Victims

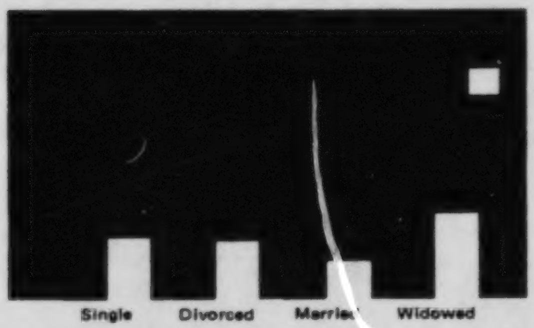
Generally, unmarried workers were more likely than married workers to have been sexually bothered by others, but there were some differences between women and men[4] (see Figure 4-2).

---

[3] Based on responses to Survey Question 61; see Appendix C.

[4] Based on responses to Survey Question 62; see Appendix D, Table P for data on marital status by age of victim.

FIGURE 4-2
Marital Status of Victims
Percentage of Federal Employees Who Experienced Sexual Harassment, by Marital Status (Question 62)



Single and divorced women were more likely than married women to have been sexually harassed, but widowed women were least likely to have had the experience. The reason for their lower rate is uncertain. One might speculate that widows, as a group, tend to be older than other groups, as are widowed victims (88% were 45 years or older). Their relatively greater age may have made them less vulnerable to sexual harassment.

Like women, single and divorced men were more likely than married men to report sexual harassment. But, in contrast to women, widowers had the highest incidence rate among men (though the majority, like women, were 45 or older). Despite their relatively high incidence rate, however, widowed men accounted for only a very small percentage of male victims, only 2% (or approximately 3,000) out of 168,000 male victims. The reasons for this might be a subject for further research.

Education Level Shows a Weaker Relationship

Contrary to expectations, higher educated men and women had a greater likelihood of reporting they had been sexually harassed than their less educated counterparts[5] (see Figure 4-3). Of the 74,000 women with at least a college degree, around half—48% to 53% reported having been bothered by uninvited sexual attention. Incidence rates for the 221,000 women with less than a college degree were lower, ranging from 31% to 45%.

Somewhat surprised by this finding, we examined the responses of these women victims to several other survey questions. It seemed possible that the higher incidence rates reported by higher educated women might be attributable to greater awareness or sensitivity on their part or to some other factor. Higher educated women victims (those with at least a college degree) generally were not more likely than lower educated women victims (those lacking a college degree) to label univited sexual attention sexual harassment,[6] but there were differences in attitudes that may indicate greater sensitivity on their part.

For instance, higher educated women victims were considerably more likely than lower educated women victims to call something sexual harassment even if the person doing it did not mean to be offensive (47% compared with 25%).[7] This could indicate that higher educated women are more likely to view with suspicion the perceived motive or demeanor of the person initiating a behavior, and thus more likely than their lower educated counterparts to regard that behavior as sexual harassment.

As relevant as this difference in attitudes seems, it may not be great enough to explain the difference in incidence rates between the higher and lower educated women. Another explanation may lie in the types of jobs these women hold. As data presented later in this chapter show, women who are among the first of their sex in a job report higher rates of harassment than women who are not. On this factor—traditionality of job—the higher and lower educated female victims differed considerably.[8] The more educated victims were more than 2 1/2 times more likely than their lower educated counterparts to hold nontraditional jobs (23% compared with 9%). These additional findings—that higher educated women are more likely to be the first of their sex in their jobs and more sensitive to offensive behavior than are lower educated women—may help explain the difference in rate of harassment between the two groups.

Higher educated men also tended to be more likely than their lower educated counterparts

---

[5] Based on responses to Survey Question 60.

[6] Based on responses to Survey Questions 2-7, b, d; see Appendix D, Table C, for data.

[7] Based on responses to Survey Question 1 (i); see Appendix D, Table D, for data.

[8] Based on responses to Survey Question 52; see Appendix D, Figure B, for data.

FIGURE 4-3

Education Level of Victims

Percentage of Federal Employees of Different Education Levels Who Experienced Sexual Harassment (Question 60)

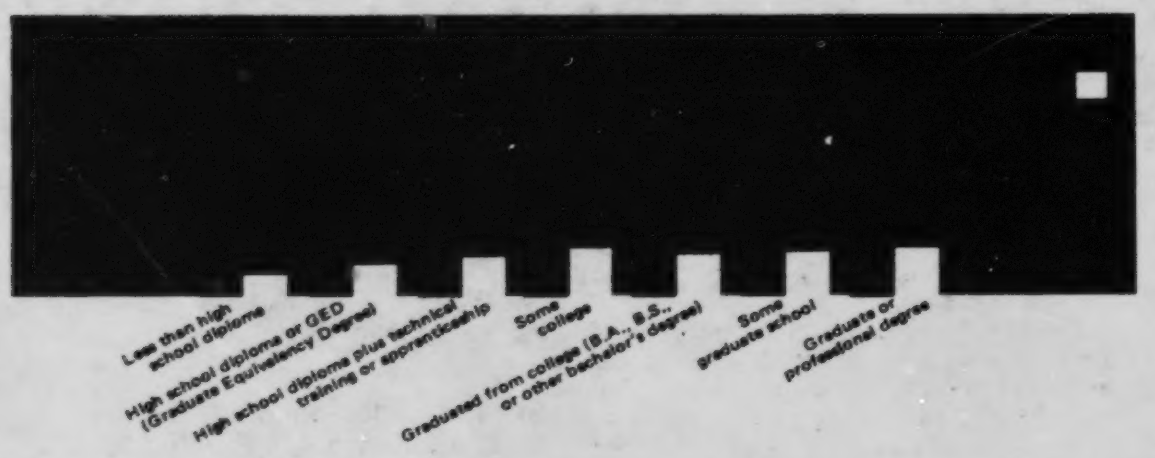


FIGURE 4-4

Racial and Ethnic Background of Victims

Percentage of Federal Employees of Different Racial and Ethnic Backgrounds Who Experienced Sexual Harassment (Question 59)

Other
Hispanic
White, not of Hispanic origin
Black, not of Hispanic origin
Asian or Pacific Islander
American Indian or Alaskan native

to report unwanted sexual attention. Men with a high school diploma, Graduate Equivalency Degree (GED), or less were less likely to be sexually harassed than those with more than a high school diploma. Further, men with some college experience or with graduate degrees were more than twice as likely to be harassed as those with less than a high school diploma.

In summary, there does appear to be a relationship between education level and experience of sexual harassment. Higher educated men and women tend to be more likely than their lower educated counterparts to report harassment, but for women, some of the difference may be explained by other factors. Despite these differences, it is clear that the problem of unwanted sexual attention affects a sizeable number of Federal workers of all education levels, particularly women.

Racial or Ethnic Background Makes Some Difference

Although unwanted sexual attention is a problem for women and men of all racial and ethnic backgrounds, there does appear to be some relationship between incidence rates and this personal characteristic, particularly for men.[9]

---

[9] Based on responses to Survey Question 59; see Appendix B for an explanation of racial or ethnic categories.

As can be seen in Figure 4-4, incidence rates for Hispanic, black, and non-minority white women—the categories representing the greatest number of female Federal workers—10,100, 59,300, and 212,800 respectively—were similar. While women in other minority categories were both more likely or less likely than these three groups to report harassment, they accounted for a relatively small number of victims. For example, women who classified themselves as "other," had the highest rate of sexual harassment, but only accounted for 2,400 of the women victims. Likewise, Asian and American Indian women had lower rates of sexual harassment but accounted for only 3,500 and 4,300 of the women victims.

Unlike women, men who are members of minority groups did report higher incidence rates than nonminority men. The lowest rate of sexual harassment for men of any racial or ethnic group was found among non-minorities (13%). Minority men, however, had higher rates of harassment ranging from 16% to 27%. As with women, the men with the highest rate of sexual harassment—those classified as "other"—were also the fewest in number (2,200).

Thus it appears that racial or ethnic background has some effect on whether men are sexually harassed, but less on women.

Most Victims are Very Dependent on Their Jobs

Perhaps not surprisingly, we found that most victims were very dependent on their jobs. This showed clearly in the responses of narrator victims to the question, "At the time of this experience, how much did you need this job?"[10]

Nearly 7 in 10 female narrators said that at that time they needed their job a great deal (the other four possible responses ranged from "quite a bit" to "not at all"). It is interesting that women who had faced actual or attempted rape or assault were more likely than others to have needed their jobs a great deal at the time of harassment (79% compared with 70% of female narrators who described "severe" experiences and 66% of those who had "less severe" sexual harassment).[11]

The responses of male narrators were similar to those of women.

Personal Characteristics Do Have an Impact on Incidence of Sexual Harassment

In summary, we found that age and marital status have a strong relationship with experience of sexual harassment, and educational level and racial or ethnic background have a somewhat weaker relationship. Although sizeable numbers of women of various backgrounds experience sexual harassment, young, unmarried, and relatively well-educated women appear to be more vulnerable to sexual harassment than others. This pattern holds true for men, as well, but racial or ethnic background also plays a role for men. Male minorities are more likely than nonminorities to report having been sexually harassed.

Several Organizational Characteristics Are Related to Sexual Harassment

Continuing our investigation by looking at whether victims with certain organizational characteristics were more likely to be bothered by unwanted sexual attention, we explored the popular theories about sexual harassment.[12] The literature suggests that victims tend to be working in low status jobs with little power. Based on this we expected that typical victims would be nonsupervisors who were relatively new to the Federal work force, working for a low annual salary (or perhaps as a part-time or temporary employee), or working in a job traditionally held by a member of the opposite sex.

To some extent these expectations were realized. Organizational characteristics that had some relationship with rates of sexual harassment were job classification (e.g., trainee, office/clerical or administration/ management), traditionality of job, sex of victim's supervisor, and sexual composition of victim's workgroup.

Incidence Rates Vary By Agency

For both men and women, incidence rates varied considerably from agency to agency[13]

---

[10] Survey Question 35.

[11] See Appendix D, Figure C for data.

[12] See Appendix G for a survey of the literature on sexual harassment.

[13] Based on responses to Survey Question 55; the State Department was not included in this analysis because the response rate from those employees was too low to provide reliable data.

Table 4-2

Incidence Rate of Sexual Harassment In Each Agency

Percentage of Federal Employees in Different Agencies Who Experienced Sexual Harassment (Question 55)

Agency[1]	Female Victims			
	Most Severe	Severe	Less Severe	Total Victims
Department Labor	**2%**	**47%**	8%	**56%**
Department of Transportation	1%	**45%**	9%	**55%**
Department of Justice	**4%**	**33%**	**16%**	**53%**
All Other Department of Defense Agencies[2]	**3%**	**37%**	10%	**50%**
All Other Agencies[2]	1%	**30%**	**16%**	**48%**
Department of Housing and Urban Development	1%	29%	**18%**	**47%**
Department of the Air Force	1%	**34%**	12%	**46%**
Veterans Administration	**2%**	**33%**	12%	**46%**
Department of the Navy, including the Marine Corps	**2%**	**30%**	12%	**44%**
Department of Interior	1%	28%	12%	41%
Department of the Army	1%	**31%**	9%	41%
Department of Commerce	0.3%	20%	**20%**	40%
Department of Energy	1%	27%	10%	38%
Department of Treasury	0	22%	**15%**	37%
Department of Health, Education and Welfare[3]	1%	25%	9%	35%
General Services Administration	0	22%	**13%**	35%
Department of Agriculture	**2%**	18%	11%	31%
Federal Government-wide	1%	29%	12%	42%

Agency[1]	Male Victims			
	Most Severe	Severe	Less Severe	Total Victims
Department of Health, Education and Welfare[3]	**1%**	**13%**	**9%**	**22%**
Veterans Administration	**0.4%**	**13%**	**8%**	**22%**
Department of Justice	0.3%	**10%**	6%	**16%**
Department of Housing and Urban Development	0	**11%**	5%	**16%**
General Services Administration	0	9%	**7%**	**16%**
Department of the Army	**0.4%**	9%	5%	15%
Department of Treasury	0.2%	9%	5%	14%
Department of Interior	0.1%	6%	**7%**	14%
Department of Energy	0	7%	6%	14%
Department of the Navy, including the Marine Corps	0.3%	9%	5%	14%
All Other Department of Defense Agencies[2]	0	7%	6%	13%
Department of the Air Force	0.1%	9%	4%	12%
Department of Agriculture	0.2%	7%	5%	12%
Department of Commerce	**1%**	3%	**8%**	12%
All Other Agencies[2]	0.3%	5%	5%	10%
Department of Labor	**1%**	7%	2%	10%
Department of Transportation	0	5%	4%	9%
Federal Government-wide	0.3%	9%	6%	15%

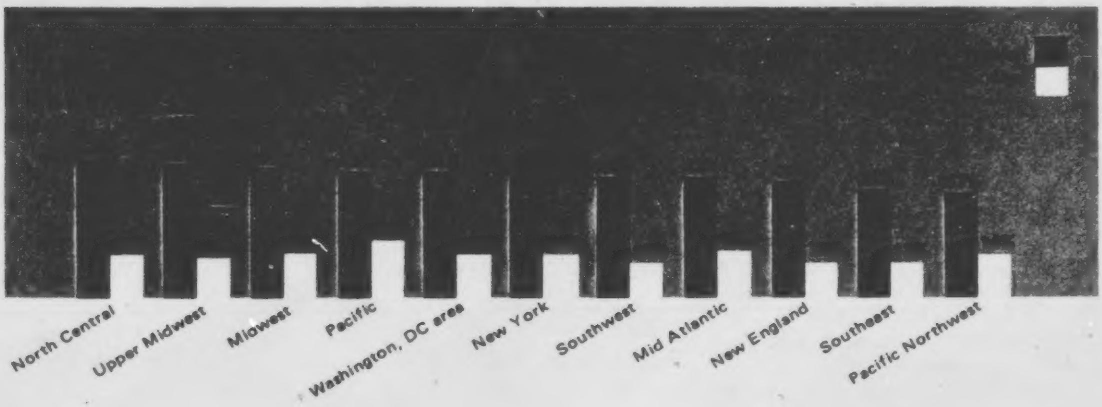
Note: All figures for each agency may not add up due to rounding. Percentages in bold are higher than Federal Government-wide percentages.

[1] Ranked in order of highest percentage of sexual harassment among total victims for each sex.

[2] See Appendix B for explanation.

[3] The Department of Health, Education and Welfare was abolished and two new agencies (Department of Health and Human Services and the Department of Education) were formed in May 1980.

FIGURE 4-5
Geographic Location of Victims
Percentage of Federal Employees in Each Geographic Region Who Experienced Sexual Harassment (Question 56)



(see Table 4-2). For women, incidence rates ranged from a high of 56% (nearly 6 women in every 10) in the Department of Labor to a lower rate of 31% (3 women in 10) in the Department of Agriculture. In nine agencies the incidence rate exceeded the 42% overall rate for women in the Federal work force, and in four of these agencies at least half of the female employees indicated that they had been sexually harassed.

Incidence rates also varied somewhat by severity of harassment experience: women in six agencies reported having faced actual or attempted rape or sexual assault at a rate higher than that of the Federal work force as a whole; in nine agencies, the rate of "severe" sexual harassment was higher than the national average for that level of severity, and in six agencies the rate of "less severe" sexual harassment exceeded the Federal average.

Incidence rates for men also varied by agency, but the agencies having rates exceeding the 15% average rate for men in the Federal work force—five agencies in the case of men—were somewhat different. Again, incidence rates also varied by severity of harassment experience: in five agencies the rate for men who faced actual or attempted rape or sexual assault exceeded the Government-wide average, in four the rate for "severe" sexual harassment exceeded the Federal average, and in five the rate of "less severe" harassment was higher.

Although the specific agencies with higher overall incidence rates differ somewhat for men and women, in three agencies—Justice, Housing and Urban Development, and the Veterans Administration—the rates for both men and women were higher than the Federal rate.

We also found that the majority of narrators in the Federal Government—83% of women and 86% of men—reported that the harassment incident occurred on their current job as of May 1980.[14]

For both men and women, this finding varied somewhat by agency and with the severity of the experience. For example, 98% of female narrators who experienced some form of harassment at the Department of Housing and Urban Development were in the same jobs where the harassment occurred compared with 65% at the Department of Energy. Moreover, all female and male narrator victims of actual or attempted rape or assault at the Department of Justice reported that they had left the job where they had been working at the time of harassment.

In summary, the incidence rate of sexual harassment varies substantially from agency to agency, and the majority of victims are still working in the jobs they held when they were harassed.

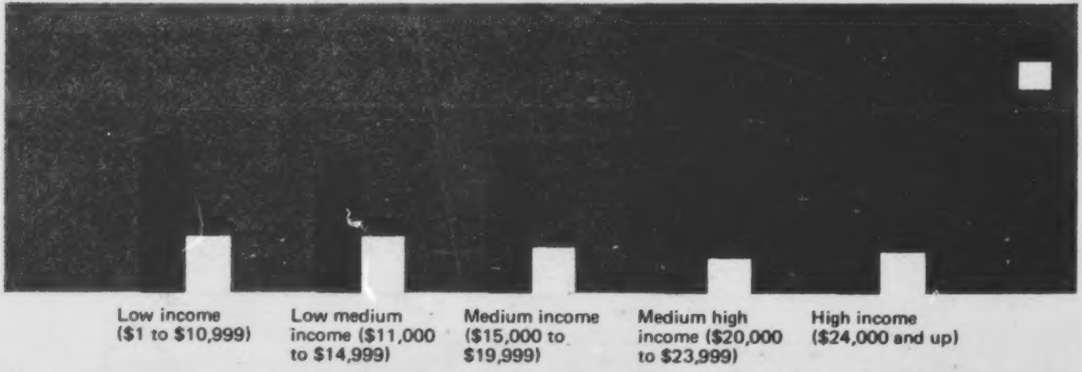
Regional Differences Are Minor

Sexual harassment is not limited to any particular geographic region or regions, and what regional differences were found are judged to

---

[14] Based on responses to Survey Question 19; see Appendix D, Table E for data.

FIGURE 4-6
Annual Salary of Victims
Percentage of Federal Employees in Different Annual Salary Brackets Who Experienced Sexual Harassment



be small[15] (see Figure 4-5). In 6 of the 11 geographic regions, the incidence rate for women exceeded the Federal average for women, the highest rates being in the North Central and Upper Midwest regions[16] (48% and 47% compared with the Federal average of 42%). In three regions the rate was lower than the Federal average, the lowest being in the Pacific Northwest (37%) and the Southeast (38%).

For men, the highest rates were in the Pacific and Mid-Atlantic regions and the lowest were in the Southeast, New England, and Southwest regions (20%, 16%, and 12% compared with a Federal average for men of 15%).

Differences Among Salary and Grade Levels Vary Slightly

Contrary to what might have been expected, sexual harassment is not concentrated in any particular salary level. Although incidence rates did vary somewhat by salary bracket, the differences were small.[17] As Figure 4-6 shows, women in the lowest salary bracket (which comprised 39% of all women victims) were somewhat more likely (47%) than others to be sexually harassed, but generally the rates were similar for all income groups.

Having expected to find a greater contrast among income groups, and suspecting that salary level might not reflect job status as well as grade level, we looked closer at the women in white collar jobs, classified under the General Schedule pay plan.[18] Since most women employed by the Federal Government are classified under the General Schedule, we thought this might be an appropriate measure of job status. The incidence of sexual harassment was pretty much the same among most white collar workers, those in grades GS 1-15.[19] Women in the "other" category had a somewhat higher incidence rate, and those in Executive positions (GS 16 or above or in the Senior Executive Service) were somewhat lower—but those two groups account for a very small number of women.

As Figure 4-6 indicates, men in the two lowest salary brackets were somewhat more likely than other men to be sexually harassed (19% compared to 11% to 14%). However, it should be noted that a relatively small number and proportion of victims fall into these two lower salary brackets (34% or 56,800 men) compared with women (72% or 212,800 women). The finding that men in lower salary brackets are somewhat more likely to be sexually harassed is supported by an analyses of incidence among men in General Schedule grades. The incidence rates ranged from a high of 54% for men in ungraded positions to a low of 9% for men in the executive positions (GS 16 or above, or Senior Executive Service).

In summary, the problem of sexual harassment is not concentrated in any particular salary or grade level, but men in lower income brackets and grade levels are more likely than others to experience harassment.

---

[15] Based on responses to Survey Question 56; see Appendix C.

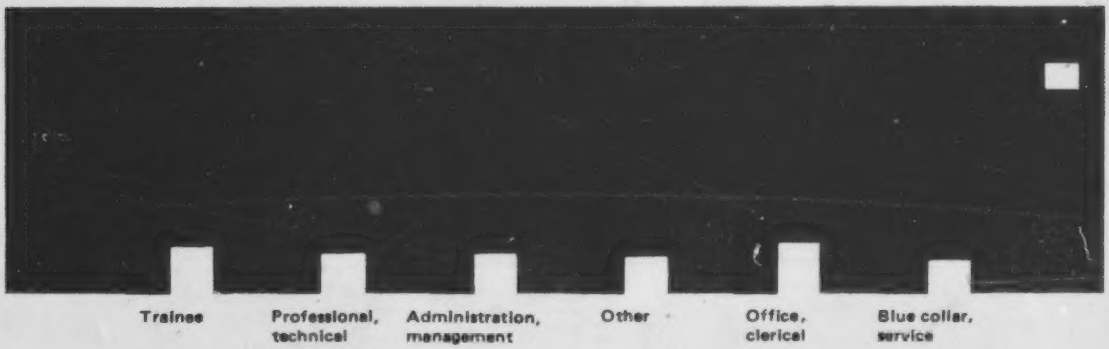
[16] See Appendix B for list of states included in each region. Regional breakdowns are those used by the Office of Personnel Management.

[17] Based on responses by group or stratum number; see Appendix B for explanation of salary levels.

[18] That is, those who gave the first response to Survey Question 53.

[19] See Appendix D, Figure D for data.

FIGURE 4-7
Job Classification of Victims
Percentage of Federal Employees of Different Job Classifications Who Experienced Sexual Harassment (Question 57)



Job Classification Shows a Relatively Weak Relationship

While there were some variations in incidence rates, it is clear that sexual harassment is not concentrated in any category of job[20] (see Figure 4-7). Contrary to expectations arising from popular theory, there was no clear pattern that women in low-status jobs having little power were generally more vulnerable to sexual harassment than were other women. As Figure 4-7 shows, the incidence rate was highest for trainees, but was next highest for women in professional/technical positions.

The finding for trainees was not unexpected since trainees, being new on the job, usually have little power or control over their work situation. Further, they tend to be young (81% of female trainee victims were 16-34 years old).[21] As data presented earlier in this chapter show, younger victims are more likely to be sexually harassed. In addition, female trainee victims were more likely than female victims in other job classifications to be in nontraditional jobs (35% of female trainee victims were in nontraditional positions compared with around 20% in administrative, blue collar, and professional/technical positions).[22] However, very few female victims--only 3%—were trainees.

Contrary to what might have been expected, female office/clerical workers were not more likely to be sexually harassed than women in higher status positions. Also contrary to findings of other studies, women in blue collar/service occupations had a relatively low incidence rate (38%). The relatively low incidence rate may be attributable to the fact that few of these women were in nontraditional positions for their sex (only 17%, or 5,200 of 31,600 female blue collar workers); in the private sector more female workers in blue collar/service occupations may be holding nontraditional jobs.

Results for men tended to be as anticipated. As Figure 4-7 shows, incidence rates for men were highest in office/clerical positions (typically female jobs) and lowest in blue collar/service positions (typically held by men). However, only 6% of all male victims (approximately 9,600 men) held office/clerical positions, compared with 17% (or 28,500) in blue collar/service positions. It is noteworthy that male office/clerical workers who reported sexual harassment were almost twice as likely to be one of the first of their sex in their jobs compared to male office/clerical workers who were not harassed (13% compared with 7%).

In summary, although most sexual harassment is not concentrated in any particular job classification, women trainees are considerably more likely to be harassed than are those in other jobs.

Working in a Nontraditional Job Makes a Difference

We expected that workers who were among the first of their sex in their job (i.e., in nontraditional jobs) would be more likely to be sexually harassed than those in more traditional jobs for their sex. Examples of nontraditional jobs are female law enforcement officers and construction workers and male secretaries and nurses. The literature does not address this issue for men, but suggests that this occurs to

---

[20] Based on responses to Survey Question 57.

[21] See Appendix D, Figure E for data.

[22] See Appendix D, Table F for data.

FIGURE 4-8

Traditionality of Jobs of Victims

Percentage of Federal Employees in Traditional and Nontraditional Jobs For Their Sex Who Experienced Sexual Harassment (Question 52)

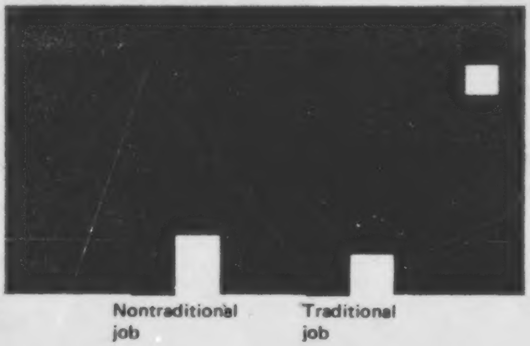
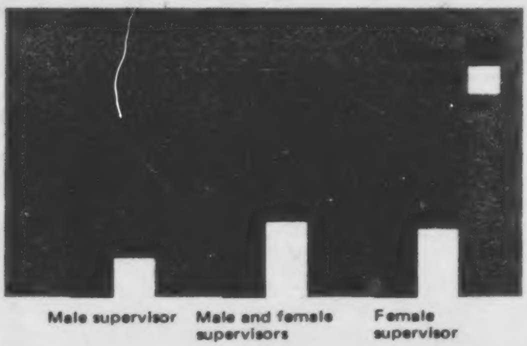


FIGURE 4-9

Sex of Supervisor(s) of Victims

Percentage of Federal Employees Who Experienced Sexual Harassment, by Sex of Immediate Supervisor(s) (Question 50)



women because men see women entering their "territory" as a threat, and respond by using sexual harassment to try to limit the womens' success or to get them to leave. We found the expected relationship present to some extent: men and women in nontraditional jobs for their sex were somewhat more likely to be sexually harassed than others.[23]

As Figure 4-8 shows, fully 5 in every 10 women in nontraditional jobs reported unwanted sexual attention on the job, compared with 4 in 10 women in other jobs. However, few women—only 12%, or 35,800 in 291,700—reported working in nontraditional positions. As with women, men in nontraditional jobs were somewhat more likely to experience harassment than others, but this group comprises an even smaller percentage of male victims—5%, or 8,700 out of 164,700.

Sex of Immediate Supervisor a Factor

We had expected to find that women workers with supervisors of the opposite sex were more vulnerable to sexual harassment, since the literature suggests that most incidents of sexual harassment are perpetrated or tolerated by supervisors.[24] This expectation that the sex of the immediate supervisor makes a difference was borne out for both men and women.[25]

As Figure 4-9 shows, women were somewhat more likely to be sexually harassed if their immediate supervisor was a man than if the supervisor was a woman. Even more consistent with expectations, we found that men were almost twice as likely to be sexually harassed if their supervisor was a woman, than if the supervisor was a man.[26]

These findings—that women are somewhat more likely to be harassed if their supervisor is male and men are almost twice as likely to be harassed if their supervisor is female—implies that sex of supervisor has some bearing on whether an employee is likely to be sexually harassed, although most incidents of sexual harassment are perpetrated by coworkers. It also may suggest that supervisors are more likely to allow sexual harassment to occur to their subordinates if those employees are of the opposite sex.

Male-Female Ratio in Immediate Workgroup Is Strongly Related

We expected to find that most sexual harassment occurs between members of the opposite sex and is greater where the victims have fewer same-sex coworkers who might serve as a support system. We thought women in primarily male work groups might be especially vulnerable because they could be seen as outsiders who threaten the "old boy network" in the workgroup.

As expected, both men and women were more likely to be bothered by unwanted sexual

---

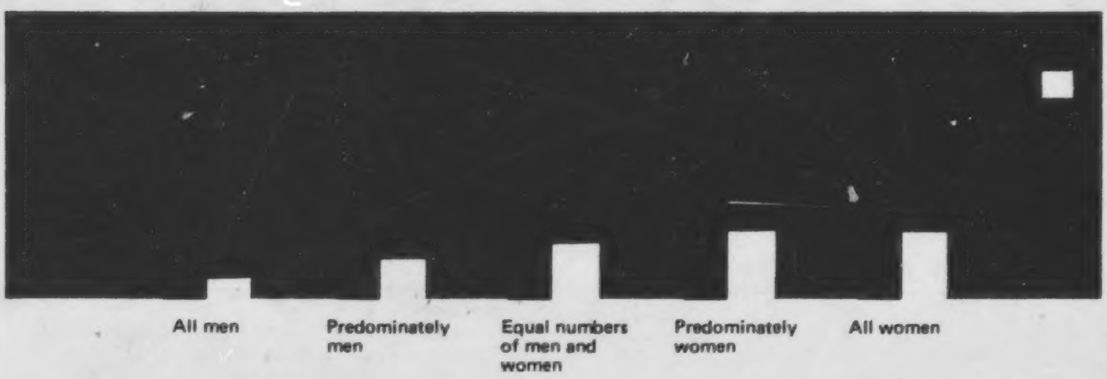
[23] Based on responses to Survey Question 52.

[24] However, as the next chapter shows, most Federal workers were harassed by other workers rather than supervisors.

[25] Based on responses to Survey Question 50.

[26] However, as the next chapter shows, of the men who report being harassed, only about 7% are harassed by female supervisors.

FIGURE 4-10
Sexual Composition of Victims' Work Groups
Percentage of Federal Employees in Different Kinds of Work Groups Who Experienced Sexual Harassment (Question 51)



attention if they worked in work groups composed wholly or primarily of members of the opposite sex.[27] As Figure 4-10 shows, the greater the proportion of men in the work group, the likelier women were to be sexually harassed. More than half the women who worked in all-male workgroups, and nearly half who worked in predominately male workgroups, reported having had to deal with unwanted sexual attention, compared with just over one-third of women in predominately female work groups, and one-fifth of women in all-female groups. A sizeable percentage of female victims—44% or 127,700 out of 292,800—were working in wholly or predominately male work groups at the time they were harassed.

Men also were more likely to be bothered by unwanted sexual attention if they worked in groups composed wholly or predominately of members of the opposite sex. However, relatively few male victims—only 20% or 33,600 out of 167,000—were working in mostly or all-female groups when they were harassed; the largest number (62%) were working in all or predominately male workgroups, where the incidence rate is relatively low (8% to 13%).

Thus, it appears that sexual composition of work groups does affect the likelihood of women and men becoming victims of sexual harassment. The greater the concentration of members of the opposite sex in the work group, the greater the incidence of harassment. This has a greater impact on women since a greater proportion of women than men are likely to work in groups composed wholly or primarily of members of the opposite sex.

The finding that sexual composition of the work group, like sex of the supervisor, has a relationship to incidence rate of sexual harassment also may be attributable to the finding reported in the next chapter—that Federal employees are sexually harassed by coworkers more often than by supervisors.

Other Organizational Characteristics Showed Little Relationship with Sexual Harassment

Six other organizational characteristics examined showed little relationship to the incidence of sexual harassment. Four were expected to shed some light on the theory that people with the least status and power are most vulnerable: level of privacy, supervisory status, length of Federal service, and work schedule. The other two—work hours and size of workgroup—were designed to explore workplace characteristics.

Relationship between privacy on the job and likelihood of bothersome attention is uncertain. Some observers have speculated that workers having no personal workspace or an open workspace would be more vulnerable to harassment since their working conditions do not afford a sense of privacy; others have suggested just the opposite, that those having private workspaces would be more vulnerable since much sexual harassment, particularly in its more severe forms, occurs in private. Thus, we asked victims whether, at the time they were harassed, they had a workspace they could call their own, and if they did, what it was like: open (worker could be seen from all sides); semi-open (seen from 1 to 3 sides); semi-private (with door that can be closed); or private (with door that can be closed).[28] We found that no one type of workspace was typical of victims of sexual harassment.

---

[27] Based on responses to Survey Question 51.

While there were some differences for women, there was not a clear pattern. Women having no workspace, a semi-open space, or a semi-private space were somewhat more likely to be bothered with unwanted sexual attention than those with open workspaces or a private office (44% to 46% compared with 39%).

The slightly greater likelihood of harassment of women who had no personal workspace might be due to their lack of privacy. The slightly greater vulnerableness of women having semi-private offices might reflect the finding (discussed in the next chapter) that most women were bothered by coworkers in the same office; the semi-private office would seem to afford a relatively greater freedom to harass. Any conclusions on the question would be premature, but the findings would seem a fruitful area for future research.

Men experienced sexual harassment at about the same rate, regardless of the degree of privacy of their workspaces (13%- 16%).

Nonsupervisors were not found to be more vulnerable to sexual harassment than supervisors.[29] Although female nonsupervisors were somewhat more likely than female supervisors to report unwanted sexual attention (43% compared with 39%), and male nonsupervisors slightly more likely than supervisors (15% compared with 14%), these differences are judged to be small. While it is true that most victims—88% of female victims and 73% of male victims— are nonsupervisors, there are also far more people working in a nonsupervisory capacity for the Federal Government.

The relationship between length of Federal service and likelihood of unwanted sexual attention was different for men and women.[30] Women on probation (i.e., with less than 1 year of Federal service) were somewhat more likely to report sexual harassment than those not on probation (i.e., more than 1 year of Federal service) (45% compared with 42%), but this difference was judged small. The difference in incidence rates for men was more marked: 20% of men on probation, but only 14% of those not on probation, reported having been harassed. The overall impact of any true differences is probably insignificant since relatively small numbers of Federal workers have less than 1 year of Federal service and most victims are women, who show only slight differences in incidence rates. Most victims of sexual harassment, both men and women, had been working for the Federal Government for more than 1 year when they were harassed.

Work schedule—permanent, full-time or another arrangement such as part-time, temporary, or seasonal—showed only a slight relationship with incidence of sexual harassment, and then only for women.[31] Women working in permanent full-time jobs were somewhat more likely than others to be bothered with unwanted attention (43% compared with 37%) but men showed the same rate regardless of work schedule (15%).

The typical working hours of an employee—day time or other arrangements such as night-time, weekends, shifts, or frequent overtime—seems to bear no important relationship to whether the employee is subjected to bothersome sexual harassment.[32] Women working regularly in the day time were just about as likely to be bothered as working nights, weekends, shifts, or a lot of overtime. Although men working "other" hours were a little more vulnerable than day time workers to being harassed (17% compared with 14%), this disparity probably is not great enough to make a real difference.

The size of the immediate work group of the employee—small (1-5 people), medium (6-15 people), large (16-25 people), or very large (more than 25)—had no relationship with likelihood of sexual harassment.[33] The largest group of female victims were working in medium-sized work groups (40%), but the incidence rates for the four different-sized groups were about the same (41% to 45%). The range of incidence rates for men was even smaller (13% to 15%).

---

[28] Question 49; see Appendix B for explanation of terms; See Appendix D, Figure F for data.

[29] Based on responses to Survey Question 58; see Appendix D, Figure G for data.

[30] Based on responses to Survey Question 45; see Appendix D, Figure H for data.

[31] Based on responses to Survey Question 46; see Appendix D, Figure I for data.

[32] Based on responses to Survey Question 47; see Appendix D, Figure J for data.

[33] Based on responses to Survey Question 48; see Appendix D, Figure K for data.

Organizational Characteristics Have an Impact on the Incidence of Sexual Harassment

In summary, of the 13 characteristics of an employee's job or work place examined, one clearly showed a relatively strong relationship with incidence of sexual harassment: male-female ratio in the immediate workgroup. Women working in work groups composed completely or primarily of men were more likely to be subjected to unwanted sexual attention, and conversely, men in wholly or primarily female workgroups were more likely to be sexually harassed.

Three other organizational characteristics showed some relationship with harassment: sex of immediate supervisor, traditionality of job, and job classification. Generally a worker whose immediate supervisor was of the opposite sex, or who had more than one supervisor, both male and female, was more vulnerable than a worker whose supervisor was of the same sex. Although most victims, both male and female, were working in traditional jobs when they were harassed, the likelihood of being harassed was greater for those in jobs usually held by the opposite sex. This effect may have been seen somewhat in the slightly greater vulnerability to harassment of men in office/clerical positions—but relatively few male victims were working in such jobs when they were harassed.

Women working in professional/technical jobs, and both female and male trainees, were somewhat more likely to be bothered with unwanted attention—but it is clear that Federal workers in all job classifications, particularly women, experience harassment.

Victims See Their Work Environments Differently Than Nonvictims

We also were interested in whether the general atmosphere in a work place had any relationship with sexual harassment. Are some work environments more conducive to sexual harassment than others? To explore this issue we compared the responses of victims[34] by sex (i.e., female victims with female nonvictims, etc.) to two sets of attitudinal questions, one that attempted to assess general relations with supervisors and one designed to measure the general level of sexual activity in the office.[35]

We expected to find that victims had worse relations with their supervisors, felt more pressured to engage in sexually oriented behavior, and generally felt their organization was not as helpful as it might be in curtailing sexual harassment of its employees. This turned out to be true.

Perhaps not surprisingly, victims, particularly women, were considerably more likely than nonvictims to feel uninvited, unwanted sexual attention was a problem where they worked. (See Table 4-3) Specifically, male and female victims were more inclined to feel they were expected to flirt and make sexual comments about the opposite sex and to think employees in their offices use (or used) sexual favors to advance on the job.

Victims also were more likely to indicate employee-supervisor relationships in their immediate workgroups were not what they might be. They were twice as likely as their nonvictim counterparts to feel unable to bring work-related concerns to their immediate supervisors and to feel, if they did, that their supervisors would not do anything about the situation, even if it were possible. Finally, victims were more likely than nonvictims to feel their organization was not doing everything it could to stop unwanted sexual attention among its employees.

While there could be several explanations for these differences in attitudes between victims and nonvictims, one possibility is that work atmosphere does have some affect on the incidence of sexual harassment. Further research on this issue would be interesting and helpful in designing means of eliminating the problem.

Conclusion

We have reviewed in detail the personal and organizational characteristics of victims and how they affect the vulnerability of women and men to sexual harassment. Some characteristics affect the rate of sexual harassment more than others, and some characteristics are more subject to control by managers who wish to reduce the rate of sexual harassment in their organization.

---

[34] As determined by responses to Survey Question 17; see Appendix C. Victims responded in terms of the offices they were in when they were harassed; nonvictims described their current jobs.

[35] Based on responses to Survey Questions 44a-44g.

Table 4-3
Perceptions of Work Environment

These are statements used to describe the general work setting in the immediate work group. Percentages are of Federal workers who agreed or disagreed with the following statements. (Question 44)

	Respondents			
	Female		Male	
	Victims	Nonvictims	Victims	Nonvictims
General Relations with Supervisors				
a. Disagreed with: I feel free to bring up general work-related concerns or suggestions to my immediate supervisor.	21%	8%	26%	7%
b. Disagreed with: I feel that my supervisor would correct general work-related concerns or suggestions if possible.	24%	20%	20%	21%
Level of Sexual Activity				
c. Agreed with: Where I work, I feel I am expected to flirt.	23%	2%	21%	2%
d. Agreed with: Where I work, I feel I am expected to make sexual comments about the opposite sex.	9%	2%	28%	5%
e. Agreed with: Uninvited and unwanted sexual attention is a problem for employees where I work.	27%	4%	22%	7%
f. Agreed with: Where I work, employees use their sexual favors for advancement on the job.	30%	23%	27%	22%
g. Disagreed with: My organization makes every effort to stop unwanted sexual attention among its employees.	34%	23%	32%	28%

Note: Percentages are based on "Agree" and "Strongly Agree" and "Disagree" and "Strongly Disagree" responses to statements.

Sexual harassment is a problem of virtually all Federal agencies studied. Variation in incidence rates suggests the problem is more salient in some agencies than in others, but in none is it absent. As noted, a number of generic demographic characteristics are related to sexual harassment. As the composition of the work force varies from agency to agency, so too may the incidence of sexual harassment. Although this has not been investigated, agency managers need to be aware of the composition in their workforce to identify the workers in their agency most likely to be victims. This is a first step toward reducing the problem.

In addition, certain working conditions appear related to sexual harassment, and many of these conditions can be changed by management in an effort to reduce sexual harassment. Consequently, managers need to be made aware that sexual harassment is a problem and that they are held accountable for dealing with it.

5

Perpetrators of Sexual Harassment

- Most victims are sexually harassed by people of the opposite sex.
- Most harassers act alone rather than in concert with another person.
- Most harassers of women are older than their victims, and most harassers of men are younger.
- Most harassers are married, but many men report being harassed by divorced or single women as well.
- Most harassers are of the same race or ethnic background as their victims, but most minority men report being harassed by those of a different race or ethnic background.
- Most harassers are coworkers, but many women are harassed by supervisors.
- Many harassers are reported to have bothered more than one person at work.
- Few employees report having been accused of sexually harassing others.

More than half the women in four Federal agencies ... one-fifth of the men in another agency ... two-thirds of all women aged 16 to 19 ... nearly one-third of all divorced men ... half of all female trainees ... one-fifth of all men working in nontraditional jobs...

These are the victims of sexual harassment in the Federal workforce. The next step is identifying the perpetrators of these incidents, the people who are offending others with their sexual comments and deliberate touching, are pressuring others for sexual favors, and in some cases are committing the criminal offense of rape or sexual assault.

We were interested in learning a number of things about the perpetrators of sexual harassment: whether they are found in disproportionate numbers within certain job classifications, racial categories, age brackets, educational levels, and grade levels;[1] whether harassers of men and women are similar in most ways or differ markedly; whether certain types of victims typically are bothered by certain types of harassers; and whether incidents tend to be one-time acts, or whether some harassers show a pattern of sexually bothering others.

Such information would indicate what remedies might—or might not—work and would help in developing remedies appropriate for different target groups. It seemed especially important to look at the harassers of women since the problem of sexual harassment affects women in far greater numbers, at greater rates, and with greater severity than it does men.

---

[1] Congressional Memorandum of Understanding; see Appendix E.

FIGURE 5-1
Sex of Harasser
Percentage of Narrator Victims Who Indicated the Sex of the Person(s) Who Bothered Them Sexually (Question 32a)

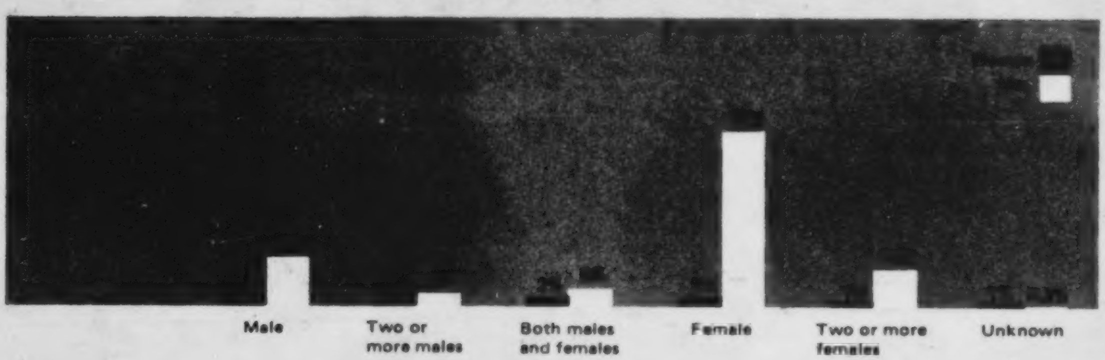
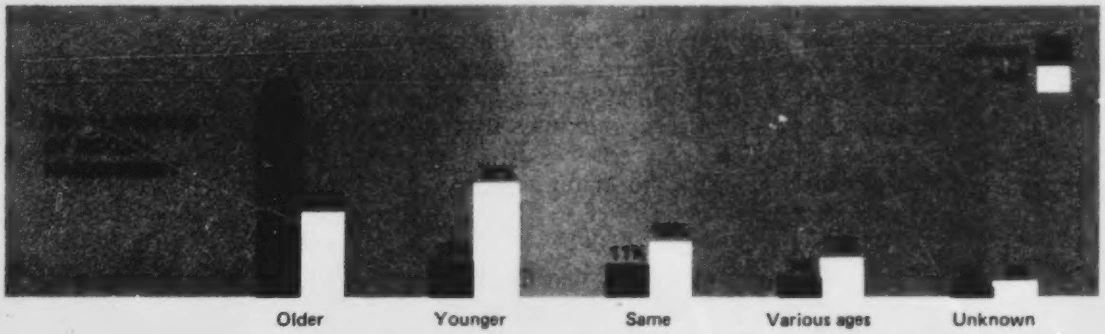


FIGURE 5-2
Age of Harasser
Percentage of Narrator Victims Who Indicated the Age of the Person(s) Who Bothered Them Sexually (Question 32b)



We found that women typically are harassed by a male coworker who is married, older than the victim, of the same race or ethnic background (or a different background if the victim is a minority), and likely to have harassed others at work (see Figure 5-1).

Men typically are harassed by a female coworker who is married (but frequently is divorced or single), younger than the victim, of the same race or ethnic background, and somewhat likely to have harassed others at work.

More detailed descriptions of perpetrators of sexual harassment are given in the sections that follow. Descriptions are based on the responses of narrators (i.e., victims who described one incident of harassment in detail) to survey questions 32-34. Most findings presented represent the responses of victims of all forms of sexual harassment. Analysis of responses by severity of harassment experience revealed that in most cases the harassers were similar regardless of severity of experience. Only the notable exceptions are described.

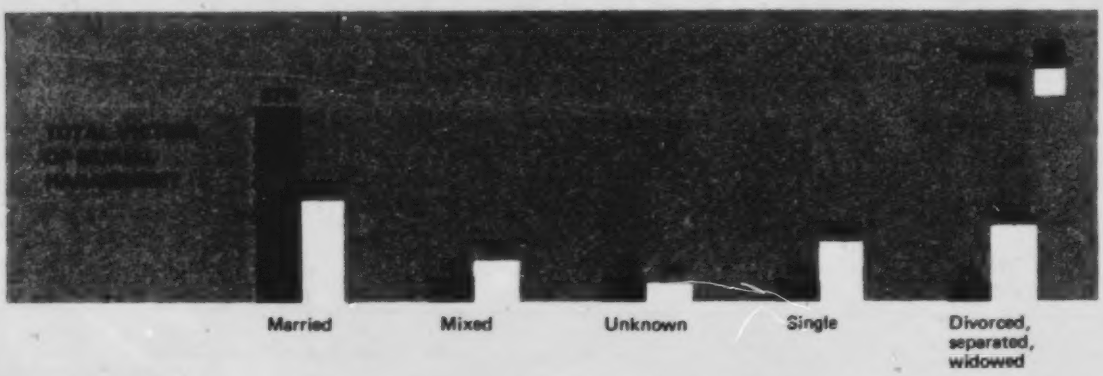
Harassers of Women Are Strikingly Similar

The harasser of a woman is usually a man. In 95 cases of sexual harassment out of every 100, the incident was perpetrated by a man—in 79 incidents by a lone man and in 16 incidents by two or more men. Few women were harassed by other women.

The harasser of a woman usually acts alone. In 81 incidents out of every 100 the harasser acted alone rather than in concert with others—in 79 incidents as a lone male and 2 incidents as a lone female.

The harasser of a woman is usually older than the victim. In 68 incidents out of every 100 the harasser was older than the victim, in 12 incidents younger, and in 11 incidents of the same age. In 7% of the incidents there were several harassers, of various ages, and in 2%, the women did not know their harasser's age. (See Figure 5-2)

FIGURE 5-3
Marital Status of Harasser
Percentage of Narrator Victims Who Indicated the Marital Status of the Person(s) Who Bothered Them Sexually (Question 32d)



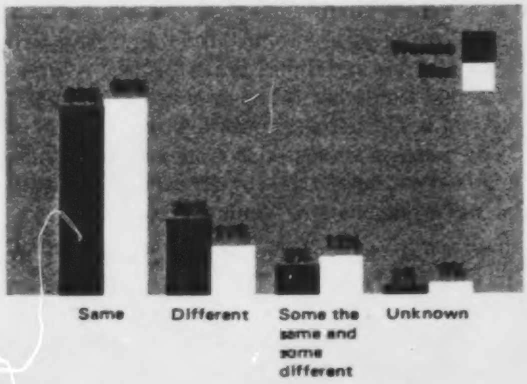
The harasser of a woman usually is married. Two-thirds (67%) of all incidents were perpetrated by someone who was married; only 15% were initiated by an unmarried person (8% single and 7% divorced, separated, or widowed). In 9% of the incidents there was more than one harasser, of different marital statuses, and in an equal number the woman did not know her harasser's marital status. (See Figure 5-3)

The harasser of a woman usually is someone of the same race or ethnic background. In 63% of all incidents the harasser was of the same race or ethnic background as the victim. (See Figure 5-4) However, there were some striking differences in the experiences of minority and nonminority women harassed by men.[2] While most nonminority female narrators (75%) and most women in some minority groups were harassed by a man of the same race or ethnic background, most black, Hispanic, and Asian or Pacific Islander women (53%, 62%, and 88%, respectively) were bothered by men of different backgrounds.

The harasser of a woman usually has no supervisory authority over her, but sometimes is a supervisor. Harassers of women usually (in 65% of all incidents) are coworkers or "other" Federal employees having no supervisory authority over the victim. In a sizeable number of incidents (37%), however, women were harassed by their immediate supervisor or a higher level supervisor. Subordinates were harassers in only 4% of the incidents; in 6% of the incidents the supervisory status of the harasser was unknown.[3] Victims of the relatively uncommon most severe form of harassment, actual or attempted rape or sexual assault, were harassed by an immediate or higher level supervisor almost as often as by a coworker or "other" Federal employee (51% of the incidents perpetrated by a supervisor compared with 57% by a coworker or other employee). In many incidents involving more than one harasser, both supervisors and coworkers were identified. (See Figure 5-5)

FIGURE 5-4
Ethnic Status of Harasser
Percentage of Narrator Victims Who Indicated the Ethnic Status of the Person(s) Who Bothered Them Sexually (Question 32c)

TOTAL VICTIMS OF SEXUAL HARASSMENT



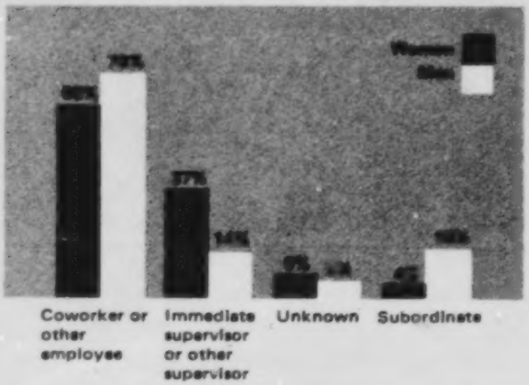
---

[2] Too few women in some minority groups reported harassment by more than one man or by women to allow separate analysis in regard to background of those harassers. See Appendix D, Table G for data on the race or ethnic background of victims and their harassers.

[3] Since respondents harassed by more than one person were allowed to give more than one answer to this question (Survey Question 33), percentages total more than 100%.

FIGURE 5-5
Organizational Level of Harasser
Percentage of Narrator Victims Who Identified the Organizational Level of the Person(s) Who Bothered Them Sexually (Question 33)

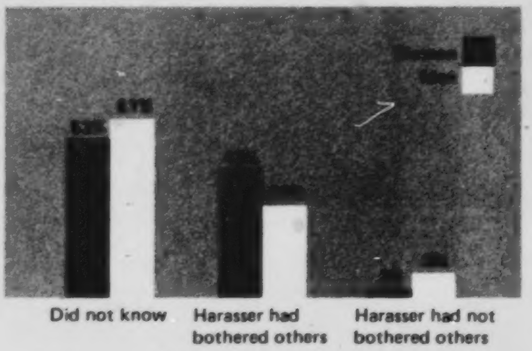
TOTAL VICTIMS OF SEXUAL HARASSMENT



NOTE: Some respondents indicated that more than one party bothered them.

FIGURE 5-6
Has the Harasser Sexually Bothered Others at Work?
Percentage of Narrator Victims Who Were Sexually Harassed and Who Indicated Whether the Person(s) Who Bothered Them Sexually Had Sexually Bothered Others at Work (Question 34)

TOTAL VICTIMS OF SEXUAL HARASSMENT



Many women are harassed by someone who has harassed others on the job. While the majority of female narrators (53%) did not know whether the harasser had bothered others, 43% did know this to be the case and only 3% knew it not to be true. Victims of the most severe and severe forms of sexual harassment were more likely to be bothered by repeat offenders than were victims of less severe harassment (38% and 49% compared with 32%). (See Figure 5-6)

Harassers of Men Also Are Similar

The harasser of a man usually is a woman. In 72 out of every 100 cases, the incident was perpetrated by a woman—in 60 incidents by a lone woman and in 12 cases by two or more women. Men were more likely than women to be victims of homosexual harassment; 22% reported being harassed by one or more men, while only 3% of the women reported harassment by one or more women.

The harasser of a man usually acts alone. In 78 out of every 100 incidents the harasser acted alone rather than in concert with others—in 60 out of 100 incidents as a lone female and in 18 as a lone male.

The harasser of a man most often is younger than the victim. In 39% of the incidents the harasser was younger than the victim, but in 29% the harasser was older, and in 18% the two were the same age.

The harasser of a man most often is married. Slightly over one-third of the male narrators (35%) said their harasser was married, but a larger proportion was currently unmarried—either divorced, separated, or widowed (25%) or single and never married (20%).

The harasser of a man usually is someone of the same race or ethnic background. This was true in 68% of all incidents, but, as in the case of female victims, race or ethnic background of the victim made a difference. In nearly 9 in every 10 (89%) incidents involving a nonminority male victim and a female harasser, the harasser was of the same background (i.e., also a nonminority). Black men were about as likely to be harassed by a woman of a different background as by a black woman (46% of the cases involving female harassers compared with 51%), and Hispanic and Asian or Pacific Islander men were more likely to be bothered by a woman of a different race than by one of their own race (69% and 100% of the cases involving female harassers, respectively).

The harasser of a man usually has no supervisory authority over him. Three-fourths of the male victims (76%) reported their harasser was a coworker or another Federal worker having no supervisory authority over the victim. In addition, the harasser was more likely to be subordinate than a supervisor (16% of all cases compared with 14%).

A number of men are harassed by someone who has bothered others on the job. While most male narrators (61%) did not know whether their harasser had bothered others, 31% did know this to be the case, and 8% were certain it was not the case.

Experiences of Men and Women Differ

In some ways the harassers of female and male victims were quite similar. For instance, most harassers of men and women acted alone rather than with others. In other ways, the experiences of men and women were noticeably different. For example, while most harassers were of the opposite sex of the victim, men were considerably more likely to be victims of homosexual harassment (22% of male narrators were bothered by one or more men, but only 3% of female victims reported homosexual harassment).

Most harassers of women (68%) were older than the victim, but the pattern for men was less obvious. The largest group of men (39%) were bothered by someone younger, but a sizeable number (29%) were bothered by an older person. Most harassers of women (67% of the incidents). While men were most likely to be bothered by a married person, this was true in only 35% of the incidents described. Thus, women were nearly twice as likely as men to have been harassed by someone who was married.

Most harassers of men and women were coworkers or other Federal employees who had no supervisory authority over the victim. This finding is particularly significant in the case of women since it appears to contradict the popular notion that the greatest part of the problem of sexual harassment originates with (male) supervisors who wield formal power over their (female) victims. It may be, however, that some supervisors, while not themselves readily identifiable as the perpetrators of specific sexual harassment incidents, may be giving tacit approval to the behavior and thus creating an environment wherein sexual harassment is not only tolerated but encouraged. As one Federal employee wrote on the survey questionnaire: "A major problem is that the major portion of 'management' is male, and if they do not participate in the games themselves, there is tacit approval of activity. Any objection is met with a wry smile and the reaction that maybe you are imagining things and perhaps overemphasizing your own charms."

It appears that the "coercive," or "shake down" element of sexual harassment—to the extent that it was present—operated more in the case of women. While both men and women were most likely to have been harassed by work associates or peers, this was more true for male victims (76%) than for females (65%). Likewise, while both men and women were less likely to be harassed by an immediate or higher level supervisor, this was also more true for men (14%) than for women (37%). The finding that the majority of sexual harassment incidents are perpetrated by coworkers or other work peers does suggest that any institutional efforts to eliminate the problem of sexual harassment might need to involve Federal workers at all levels rather than only supervisors. However, since supervisors ultimately are responsible for the conduct in their workplaces, training for them regarding sexual harassment should certainly be stressed.

Of the men and women who knew, most said their harassers had also bothered others. That 43% of all female victims could with certainty state that their harasser had bothered others at work[4] suggests that the problem of sexual harassment should not be viewed solely as a number of isolated instances of personal sexual attraction. For a sizeable number of women (98,000), their experience was part of an overall pattern exhibited by a harasser. Since most harassers of women are men, it seems fair to assume that the majority of repeat offenders in harassment of women are men. Thus, it appears that certain men are more likely to harass than others and that sexual harassment is not necessarily part of the normal interaction among men and women on the job, or that all men and women engage in it, as has been intimated by some.

A similar case could be made for the harassers of men. For 31% of male victims, their experiences were part of an overall pattern exhibited by the harasser. Thus it seems likely that a number of female harassers were also repeat offenders. However, since the number of men harassed is far smaller than the number of women, it seems fair to conclude that the problem of repeat offenders among male harassers is far more significant.

Some Harassers Reported on Themselves

It is important to note that we attempted only to construct a general profile of harassers in terms of general personal and job characteristics; obviously a more in-depth examination, including investigation of psychological variables, was beyond the scope of this study. However, we did attempt to gain more information about harassers by asking several questions of people willing to identify themselves as harassers.

---

[4] This is particularly telling in that, as shown in Chapter 6, the survey found that most victims do not talk to others in their offices about their experiences.

Only 10,500 men and 1,100 women indicated that during the 24-month period they had been accused of sexually bothering someone. Since most of the accused were men, we looked only at their responses, not at the women's. The vast majority of those men, 82%, felt they had been unjustly accused by their victim—and 8% thought the accusation had been fair (the remaining 10% were not sure whether the charge was fair or not).[5]

Few Federal workers admitted they have been accused of sexual harassment—far fewer than the numbers who claim to have been harassed. Most men who do report having been accused felt the charge was unfair. When asked why they considered the charge unfair, 48% said the accuser had misunderstood their motives, 45% said the accuser wanted to create trouble, 29% felt they had done nothing wrong.[6] Only one-third indicated that management subsequently found the charge to be false, although there is no indication of how many of these cases were reported to management. Since far fewer men report being accused of sexual harassment, whether fairly or not, than the number of women who report being harassed by men, it would appear that few women victims confront their harassers. This absence of confronttion may perpetuate the problem of sexual harassment.

Conclusion

This chapter has presented a profile of typical perpetrators of sexual harassment as described by their victims. We have seen that the typical harasser of women differs from the typical harasser of men, principally in terms of sex and age, and, to a lesser extent, in marital status and race or ethnic background. We have also seen that few individuals admit to having been accused of sexual harassment.

The next chapter explores in more depth the sexual harassment incidents.

---

[5] Based on reponses to Survey Questions 36 and 37; see Appendix D, Table H for data.

[6] Based on responses to Survey Question 38; see Appendix D, Table Q for data.

6

Incidents of Sexual Harassment

- Those who are sexually harassed by supervisors and those who experience the more severe forms of sexual harassment are more likely than other victims to foresee penalties or possible benefits for not going along or for going along with the unwanted sexual attention.
- Most victims respond to sexual harassment by ignoring it, but few find that technique improves the situation. The most assertive actions are found to be the most effective.
- Few victims talk about their experiences with others but those who do find talking to someone with independent authority or organizational responsibility to be more helpful than talking with coworkers, family, or friends.
- Few victims take formal actions, but many who do find them helpful.
- The reported response of agency officials to informal and formal charges of sexual harassment has been mixed.

462,000 people having to deal with uninvited, unwanted sexual attention while working at their jobs for the Federal Government, two thirds of them women ... 300,000 confronted by behaviors that a minimum of two-thirds of the Federal workforce considers sexual harassment ... 12,000 facing actual or attempted rape or sexual assault, a criminal offense ... most of them bothered by coworkers of the opposite sex, but a sizeable number harassed by people with supervisory authority over them...

The picture of sexual harassment in the Federal workplace is taking shape. We know who the victims are, how many are facing what kinds of unwanted attention, and who is perpetrating the offensive behavior. To complete the picture we needed to know more about the episodes themselves, the details of the individual incidents that, when taken together, would place the many facts and figures in context. Only then would the picture be a clear image of the problem of sexual harassment as it affects Federal workers.

We wanted to know about the element of coercion—or enticement—in sexual harassment incidents: Do harassers use explicit or implied leverage to ensure cooperation from their victims?[1] Do victims think something harmful will happen if they don't go along, or something beneficial if they do? How do victims deal with the unwanted behavior? Do they simply ignore the situation, hoping it will go away? Does any particular response seem most effective in getting the behavior stopped? Is management helpful in this regard? Such information is essential in developing remedies that are likely to reduce the incidence of sexual harassment.

---

[1] Congressional Memorandum of Understanding; see Appendix E.

We found that the answers to these questions depended somewhat on the sex of the victim, who was perpetrating the offensive behavior, and what kind of unwanted attention was involved.

Employees bothered by others who had supervisory authority over them, and those who faced actual or attempted rape or assault, were most likely to see penalties for not going along and rewards for going along. The use and effectiveness of various formal and informal responses, including talking with other people about the situation and filing formal complaints, depended somewhat on the sex of the victim and the severity of the situation. Some victims found management helpful, but many did not.

Again, findings in this chapter are based on the response of narrators—those victims who agreed to describe in detail one experience of sexual harassment, either their only or their most recent experience, or the one that had the greatest effect on them. For simplicity, these people are referred to as victims, although, to be precise, they make up only a subgroup of victims.

Fear of Penalties and Expectation of Rewards

Most victim narrators did not think anything bad would happen to them if they did not go along with the unwanted attention. Nor did most anticipate that something beneficial would happen if they did go along. Men and women tended to agree on these points. The large majority of female victims (70%) thought there would be no adverse consequences if they did not go along with the harasser.[2] We speculated that the reason for this was that most reported being harassed by presumably less powerful coworkers rather than supervisors (see Chapter 5). Indeed we found that the victims' perceptions of consequences differed somewhat depending on who was bothering them and what kind of unwanted attention they were getting.

Women who were harassed by coworkers having nonsupervisory authority over them were more likely to think nothing adverse would happen to them than were women bothered by immediate supervisors (70% compared with 44%) (see Figure 6-1). Interestingly, women harassed by their immediate supervisors were less likely to think that nothing would happen to them (44%) and thus more likely to fear penalties than those bothered by higher level supervisors (57%); likewise, those harassed by their coworkers were less likely to think that nothing would happen to them (70%) and thus more likely to fear penalties than those bothered by "other" employees (79%). This suggests that harassers having direct organizational contact with the victim are seen as more coercive or threatening than those whose relationship is more distant.

In addition, the more severe the form of harassment the woman was facing, the more likely she was to perceive adverse consequences (see Figure 6-1). Victims of actual or attempted rape or assault were most likely to perceive adverse consequences regardless of whether the harasser was a coworker or a supervisor. Only 15% to 23% of these women thought nothing would happen to them if they did not go along.

For the women who did perceive adverse consequences, the difficulties they foresaw, not unsurprisingly, were related to who was harassing them. Women harassed by their supervisors were more likely to fear consequences related to job status and pay—being unable to get a promotion or losing their jobs, for example. On the other hand, women bothered by coworkers or other employees were more likely to feel the quality of their personal relationships would suffer if they did not go along (for example, "the person(s) or other workers would be unpleasant or would embarrass me").

Women harassed by their supervisors also were more likely to perceive benefits for going along with the unwanted behavior; the majority harassed by coworkers (81%) foresaw no benefits.[3] This difference in perceptions held true for victims of all forms of sexual harassment except the few who experienced actual or attempted rape or assault. For this group, those harassed by immediate supervisors were more likely than those victimized by coworkers and other workers to foresee no benefits (71% compared with 47%). A reason for this difference in perceptions might be in the nature of the behavior itself: those confronted by super-

---

[2] Based on responses to Survey Question 24; also see Appendix D, Table R for additional data.

[3] Based on responses to Survey Question 25.

FIGURE 6-1

Perceived Penalties for Not Going Along

Percentage of Narrators Who Were Harassed by Their Immediate Supervisor or Coworker Who Thought the Following Would Happen to Them if They Did Not Go Along With the Sexual Harassment (Question 24)

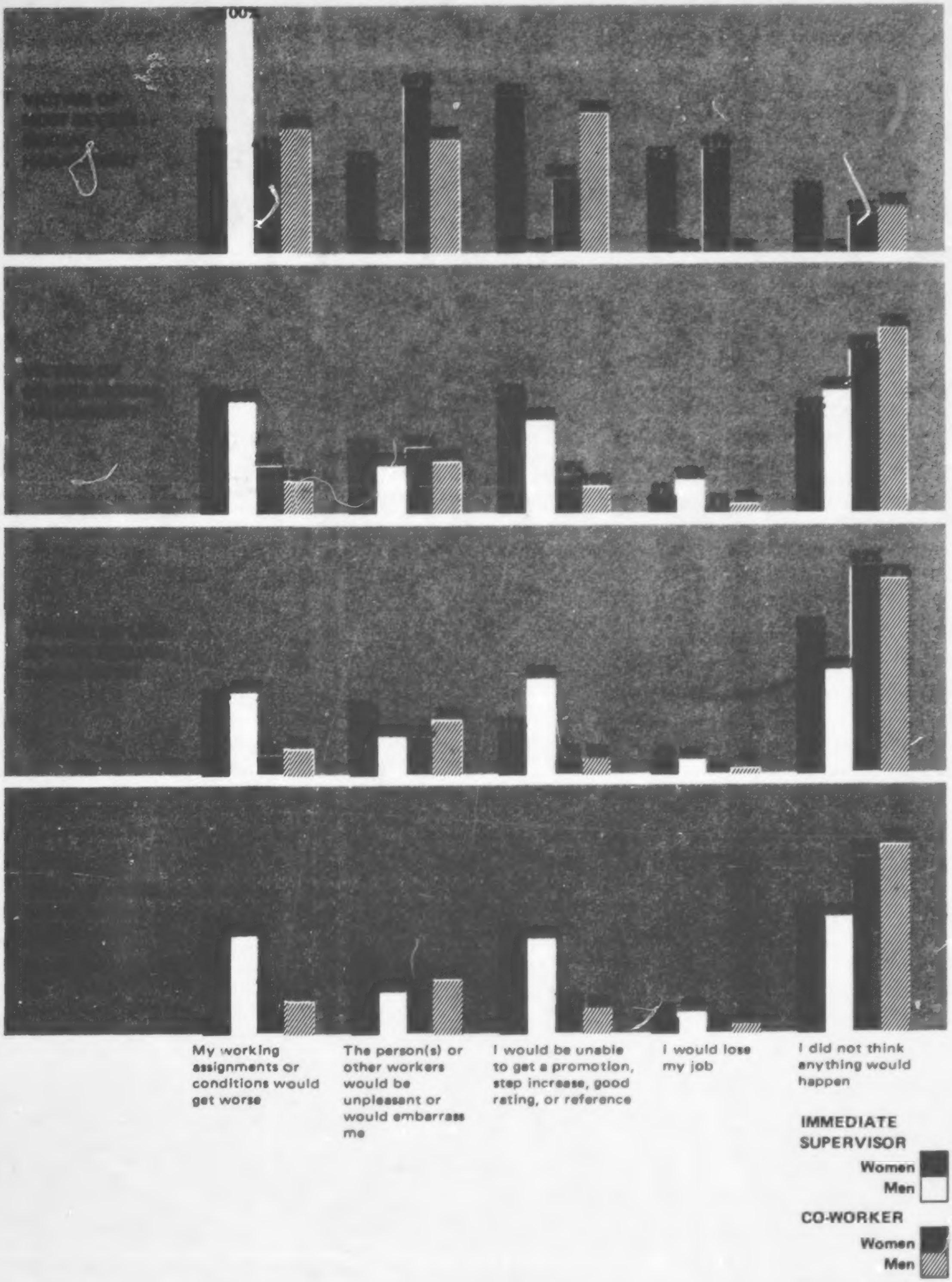
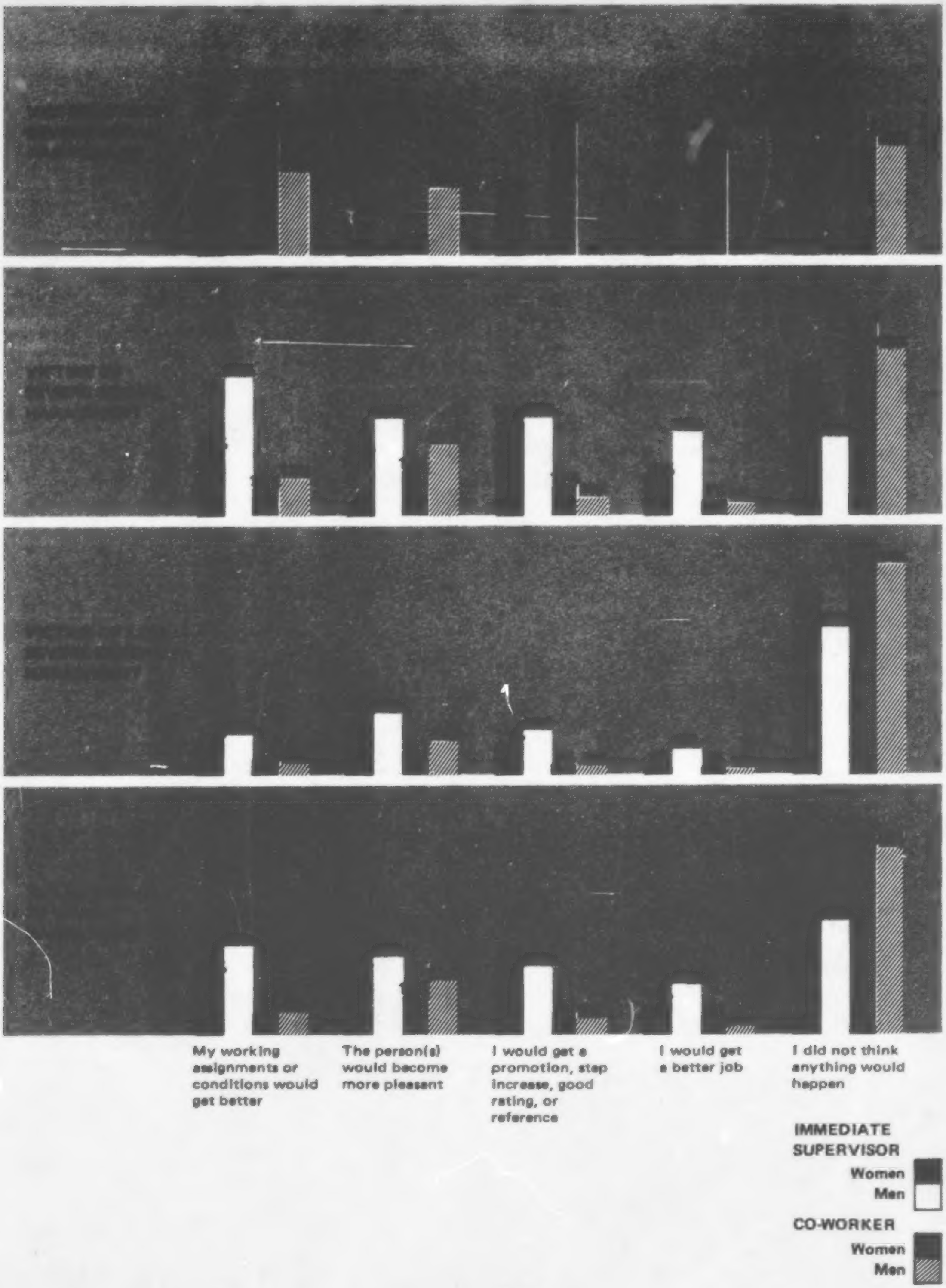


FIGURE 6-2

Perceived Benefits for Going Along

Percentage of Narrators Who Were Harassed by Their Immediate Supervisor or Coworker Who Thought the Following Would Happen to Them if They Did Go Along With the Sexual Harassment (Question 25)



visors in this most assaultive way felt extremely threatened and could see no benefits, only penalties, whereas other victims, not being in direct control of their harasser, felt less threatened and could foresee possible rewards for going along.

The perceptions of men about leverage used to secure compliance were similar to that of women. Again, most men did not think anything bad would happen if they did not go along, but men harassed by immediate supervisors and those experiencing the more severe forms of harassment were more likely than others to fear penalties. Men were somewhat more likely than women to perceive benefits in going along with the unwanted attention; but, like women, those harassed by supervisors were more likely than others to foresee possible rewards for their compliance.

In summary, most victims do not perceive any penalties for not going along with the harasser or rewards for going along. The supervisory status of the harasser and the type of behavior they were confronted with seems to have an effect on their perceptions of leverage. Men and women bothered by individuals having direct organizational control over them—their supervisors, and particularly their immediate supervisors—are much more likely to feel leverage is being used against them. In addition, workers harassed by their supervisors are much more likely to see good working conditions and job betterment as more powerful incentives for going along than improved relations with their harassers.

Assertive Responses Are the Most Effective

To find out how victims deal with incidents of sexual harassment, we asked which of nine possible responses they had made and what the effect of each had been.[4] The effectiveness of these informal efforts varied, depending on the sex of the victim and the severity of the harassment experience.

Most women responded passively to the unwanted attention, by ignoring it (61%) or[5] avoiding the harasser (48%). Their reasons for doing this may have been similar to those of the victim whose situation was related by a supervisor in another unit: "She was afraid to report the incident for fear her supervisor would not allow her to work overtime. She refused his advances and began to avoid him whenever possible, hoping it would 'blow over'."

The women's next most frequent response to sexual harassment was taking direct action by asking or telling the harasser to stop; half the women reported doing this. Although most women ignored the behavior, they found this one of the least effective actions to take (see Figure 6-3). Only 28% of those who did so found it "made things better," and a number found it made the situation worse.

The small number of women who went along with the behavior indicated that this was by far the least effective course to take; only 8% reported that things improved as a result. On the other hand, direct, assertive responses such as "asking or telling the person to stop" and "reporting the behavior to a supervisor or other officials" were found to be effective by the majority of women who took those actions (54% and 53%, respectively). However, since many women did not find these actions made things better, it cannot be assumed that most women could get sexual harassment to stop simply by reporting it or asking the offender to stop.

Although the relatively rare action of disciplining the harasser[6] was found to be the most effective response (74% of the women who did this found it made things better) few women are in a position to discipline their harasser since relatively few women work in supervisory capacity.

Like women, most male victims (65%) ignored the unwanted attention. However, proportionately fewer men avoided the offender or asked or told the person to stop. For men, the most effective actions were "asking or telling the person to stop," "disciplining the harasser" (also a rare response for men), and "avoiding the person(s)"; (67%, 56%, and 53% of men who took those actions found them to make things better).

As with women, the effectiveness of the various actions for men differed according to the form of sexual harassment being faced. The few male victims of actual or attempted rape or sexual assault found direct responses ineffective. For them, the most effective response was going along with the behavior (46% of those who went along with the situation found that to make things better), whereas this was relatively ineffective for men dealing with other

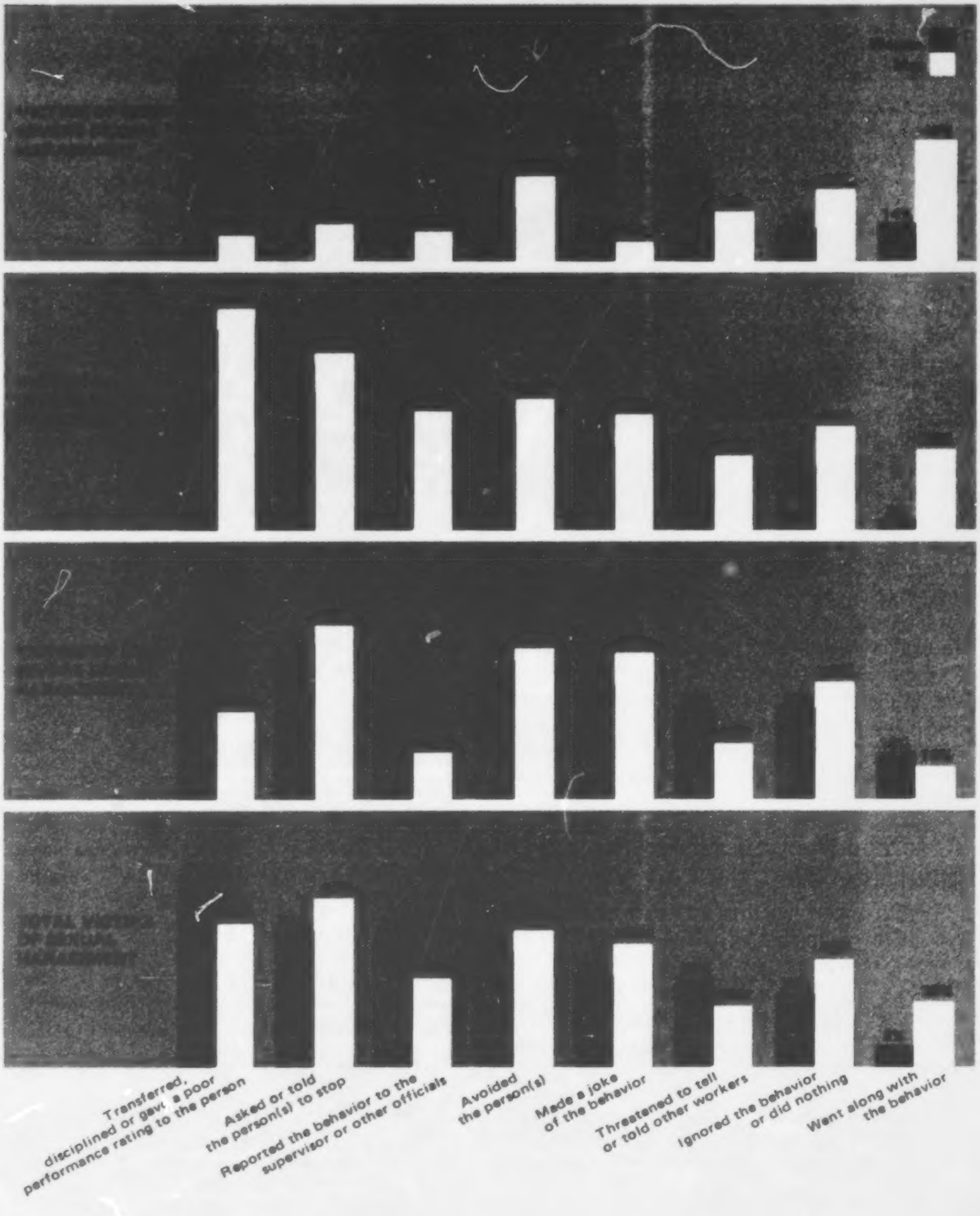
---

[4] See Survey Questions 23a and 23b; see Appendix D, Figure L for additional data.

[5] Respondents were asked to indicate all actions they had taken, and many did.

[6] Fewer than 4,000 women, or 2% of all female narrators who answered this question, took this action.

FIGURE 6-3
Narrators' Informal Responses to Sexual Harassment
Percentage of Narrators Who Indicated that Taking These Informal Actions "Made Things Better" (Question 23)



NOTE: Many respondents indicated that they took more than one action.

forms of unwanted behavior. That such a large proportion of men but so few women, would find going along with such assaultive behavior to "make things better" raises some questions. Perhaps the difference is based in cultural and perceptual differences of opinion about what constitutes an instance of actual or attempted rape or assault.

In summary, many informal responses to sexual harassment made things better for some victims—even making a joke of the behavior and telling, or threatening to tell, other workers. The responses that generally proved most effective were:

- reporting the behavior to a supervisor or other officials,
- asking or telling the person(s) to stop, and
- avoiding the person(s).

Other more specific techniques for victims to take to stop sexual harassment are discussed in publications listed in Appendix H. In addition, Mary P. Rowe, a prominant and knowledgeable observer in the field, has found that one of the most effective techniques is for the victim to write a personal confidential letter to the harasser outlining the offense and asking that the behavior be stopped. According to Dr. Rowe, this technique has the advantage of stopping the harassment quickly and effectively, preventing recurrence, and enabling the victims to take assertive action on their own.[7]

Actions that generally proved least effective (and in many instances had a deleterious effect) were:

- going along with the behavior, and
- ignoring the behavior or doing nothing.

Talking with Others

To understand more about how people respond to sexual harassment, we asked victims whether they had discussed their experiences with anyone and, if [illegible] with whom and with what result.[8]

About half the women and one-third of the men who answered this question[9] had talked with someone about their experience. Women most frequently had talked to other workers or to friends and relatives (68% and 60%, respectively, of the women who answered this question). Men also most frequently spoke to those groups of people (of those who answered this question, 65% spoke to other workers, and 53% talked to friends or relatives).

It should be mentioned however, that relatively few of the men and women we have been calling "narrators" do in fact talk to anyone. For example, although other workers were the most likely to be told, only 37% of the women we have termed "narrators"—83,700 out of 223,700—and 20% of the 97,500 male narrators indicated they had talked with other workers. It appears that victims prefer to keep their experiences private.

The benefit of talking to various parties depended on the type of harassment and the sex of the victim (see Figure 6-4). When asked whether their discussions made things better or worse, or made no difference, women generally indicated they found talking to outside contacts (lawyers, civil rights group, Congress, or officials in another agency) or a supervisor or other officials more effective than talking with other workers; of those who had talked with those groups, 44%, 48% and 23%, respectively, said the action made things better.

However, female victims of severe harassment found talking to the various parties about equally effective, while the small number of women who had faced actual or attempted rape found talking to EEO (Equal Employment Opportunity) or union officials to be harmful or to have no effect.

The results for male victims were even more mixed. As a group they found the best results from talking to personnel officials (41% who did so said it made things better) and the worst results from talking to union officials (18%). Male victims of actual or attempted rape or assault found talking with outside contacts helpful and talking to unions to have no effect, whereas victims of less severe harassment found neither of these actions to have an effect, but did find talking to EEO officials useful.

While these findings are so mixed that few generalizations can be made, it might be noted that although talking with other people can make things better (sometimes just in the victim's ability to endure the situation), the best people to talk to are those who can do something to change the situation—not coworkers, friends, or relatives. Since relatively few vic-

---

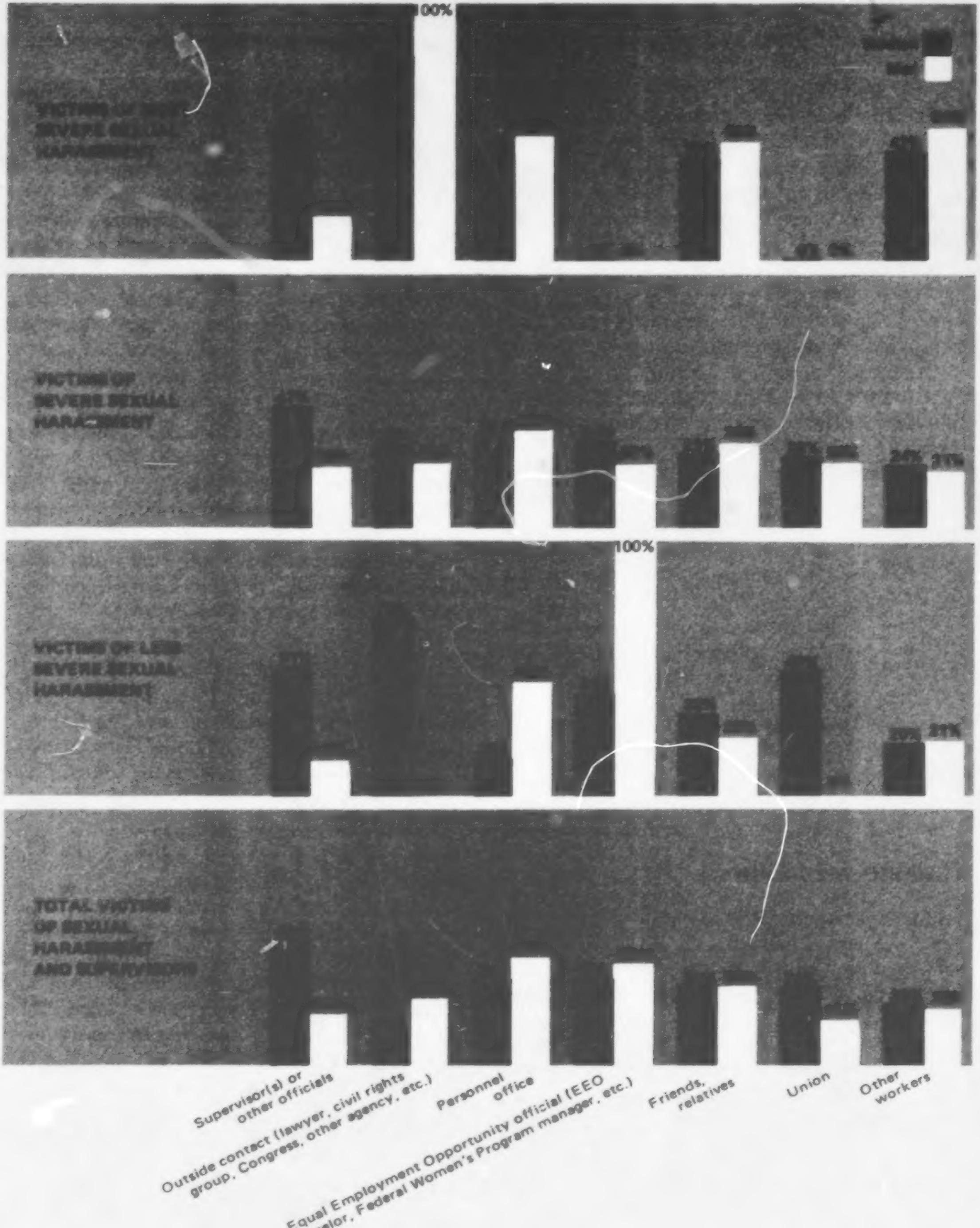
[7] Mary P. Rowe, Ph.D., Assistant to the President, Massachusetts Institute of Technology, conversation, March 1981.

[8] See Survey Questions 27a and 27b; see Appendix D, Figure M for additional data.

[9] A number of narrators, i.e., those who responded to Survey Question 20, did not answer Question 27.

FIGURE 6-4
Parties Contacted by Narrators

Percentage of Narrators Who Indicated That Talking to These Parties "Made Things Better" (Question 27)



NOTE: Many respondents indicated that they contacted more than one party.

tims talk to agency officials, publicizing the availability of both organizational and outside parties may be indicated. In addition, training may be indicated to help agency officials resolve problems of sexual harassment.

Few File Formal Complaints

Only 6,600 women (approximately 3% of all Federally employed women who described their sexual harassment incidents) and 1,700 men (2% of all male narrators) indicated that they filed formal complaints.[10] Of the 8,300 formal actions taken, most were requests for an investigation by the organization (2,800) or adverse action appeals (2,500).[11] Filing a discrimination complaint, the most widely known remedy, was chosen somewhat less often than other formal remedies except for "requesting an investigation by an outside agency," which is the least known remedy. Infrequent use of the discrimination complaint system may be explained by the fact that until recently sexual harassment generally was not considered to fall under the jurisdiction of the EEO complaint system.[12]

The majority (59%) of the 8,300 men and women who took formal action found these actions were effective (i.e., they "made things better") Conversely, 3,400 men and women found their effort had no effect—or made things worse.[13]

Most of the women who requested an investigation by their agency or filed a discrimination complaint found those actions effective (70% and 66%, respectively). However, the effectiveness of remedies differed somewhat depending on the severity of the behavior involved (see Figure 6-5).

Men who requested an investigation by an outside agency were most likely to think their action had made things better, but, in contrast with women, few who filed a discrimination complaint found that action useful. Again, the effectiveness of remedies varied somewhat depending on the severity of the behavior the men had experienced.

In summary, the type of formal action taken and the perceived effectiveness of the action varied with the sex of the victim and the severity of the behavior the victim faced. However, the perceived success rate was only 59% (i.e., 4 victims in every 10 who took formal action did not find their efforts made things better). This middling success rate was cited by Congresswoman Gladys Spellman during Congressional hearings[14] as a possible reason so many employees consider formal actions ineffective or think nothing would be done if incidents of sexual harassment were reported. Said Spellman: "If the success rate is only 50%, it isn't going to be a great incentive to moving ahead" (i.e., to changing attitudes so more Federal workers will have confidence that something will happen if incidents are reported).

For a number of Federal workers, filing a formal complaint not only did not make things better, but actually made matters worse.[15] One survey respondent related on her questionnaire what happened when she filed a grievance, which eventually went to arbitration: "My supervisor was found to have sexually harassed—but the end result was I was literally forced by my supervisor and management to transfer to another installation. The action I took against my supervisor cost me psychologically as well as prevented promotions."

Response of Management

In general, the response of agency officials to formal and informal actions was reported to be mixed[16] (see Figure 6-6).

Although female narrator-victims who did pursue formal remedies were more likely to encounter a favorable and corrective response than apathy or hostility, the results depended on the severity of the experience they had faced. More than 8 out of every 20 female narrators who answered this question said management found the charge to be true or took action against the offender, and only around 1

---

[10] Based on responses to Survey Question 28b, see Appendix D, Figure N for additional data.

[11] See Chapter 8 for a description of the various formal complaint procedures.

[12] In November 1980 the Equal Employment Opportunity Commission helped to clarify the issue by adopting guidelines in which sexual harassment under certain conditions was interpreted to be a form of discrimination on the basis of sex; see Appendix E.

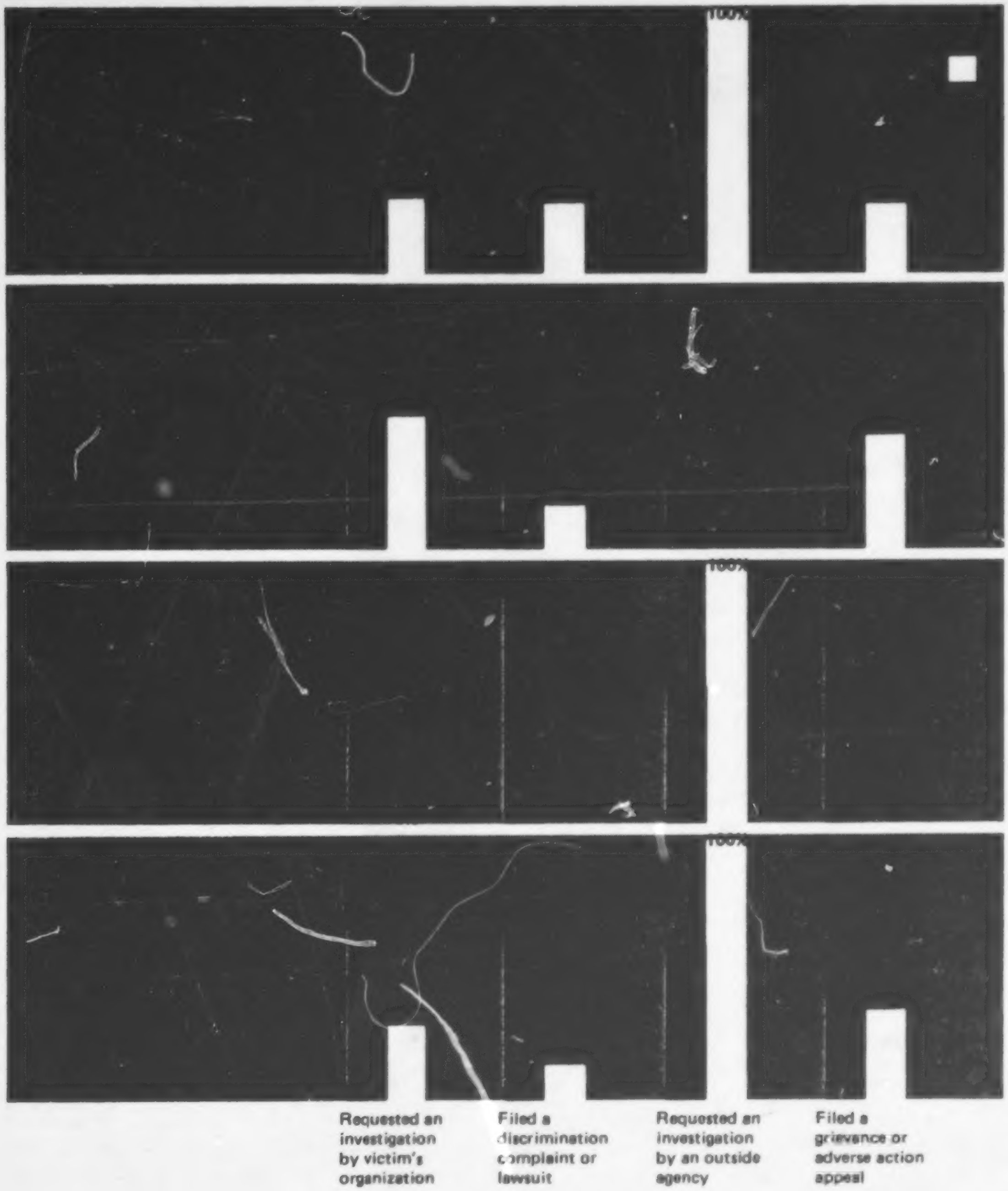
[13] See Appendix D, Table I for data.

[14] Hearings before the Subcommittee on Investigations of the House Committee on Post Office and Civil Service on Sexual Harassment in the Federal Government, 2nd Sess., September 25, 1980, p. 28.

[15] See Appendix D, Figure N for data.

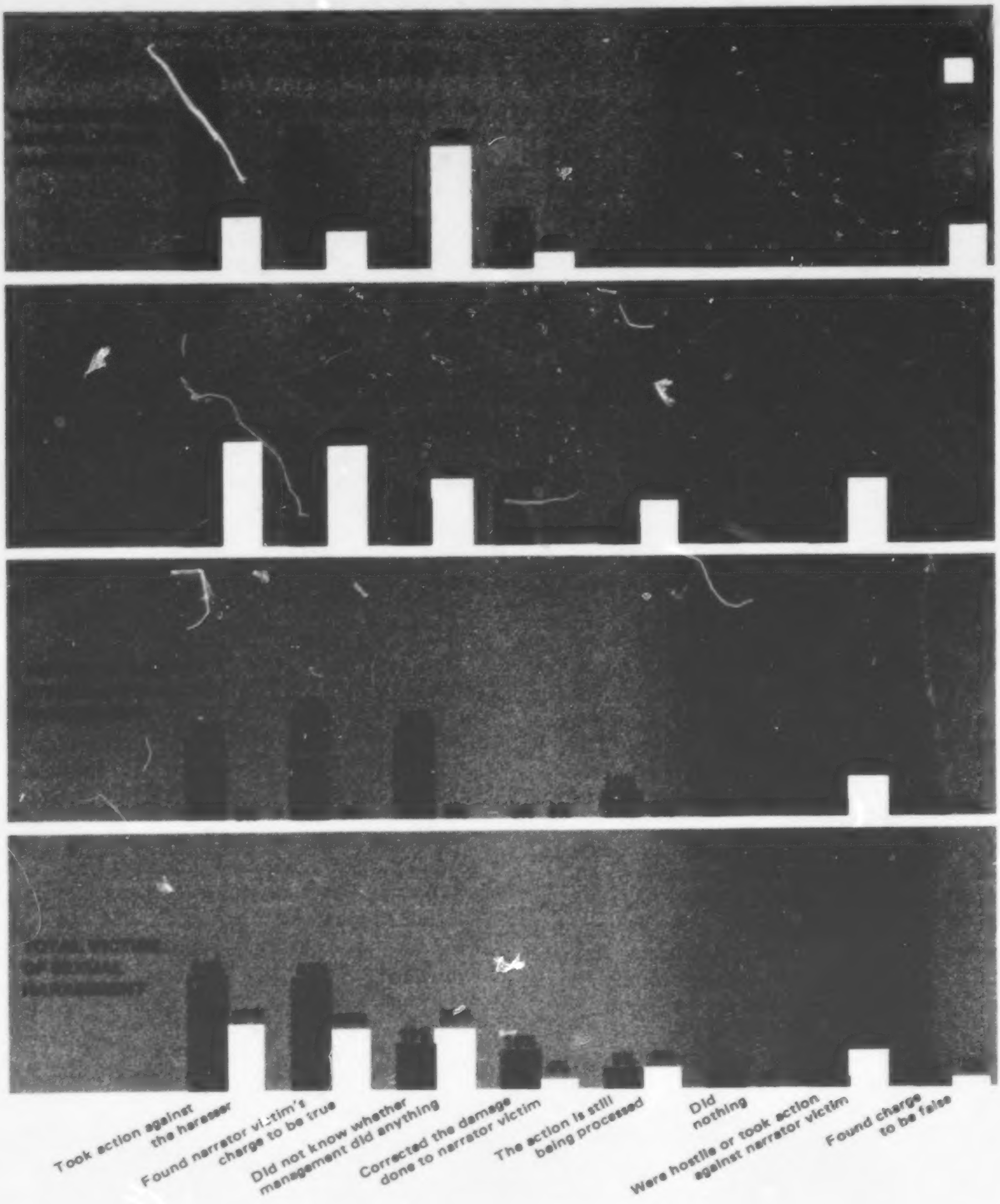
[16] Based on responses to Survey Question 29.

FIGURE 6-5
Narrators' Formal Responses to Sexual Harassment
Percentage of Narrators Who Indicated That Taking These Formal Actions "made things better" (Question 28)



NOTE: Some respondents indicated that they took more than one formal action.

FIGURE 6-6
Organizations' Responses to Formal Actions Taken by Narrators
Percentage of Narrators Who Indicated That Their Organizations Responded as Follows (Question 29)



NOTE: Many respondents indicated that management responded in more than one way.

in 20 said management was hostile or did nothing. The more severe the harassment experience, the more likely management was to do something about it. However, only 16% of the group of female narrators (and none of the victims of less severe harassment) reported the damage had been corrected—and for some it may have taken awhile. Wrote one woman who had been bothered by a Branch Chief: "My harasser's supervisors took no action until they were ordered to by outside sources. The sexual harassment continued over several years with several different women, two of whom resigned under pressure from this man. The situation eventually was rectified by removing him from a management position."

The finding that no female victims of "less severe" harassment reported that damage from the harassment had been corrected may reflect the difficulty in correcting damage caused by ambigious behavior such as unwanted sexual comments, and suggestive looks and pressure for dates. The negative consequences for these victims may be more in the realm of the psychological.

Although men who took formal action also were more likely to find a favorable rather than a hostile management response, they were less likely than women to do so—and four times more likely than women to encounter hostility, particularly if they had experienced the less severe forms of sexual harassment. Thus, it would seem that men who allege sexual harassment are less likely than women to be taken seriously by management, possibly because sexual harassment often is seen as a problem that happens only to women. There is other evidence that the complaints of men are not taken as seriously as those of women in the low number who found reporting the behavior and talking to a supervisor or other agency officials to be effective. Around half the women found reporting (53%) or talking (48%) to these officials to make things better, but only one-third (35%) of the men found reporting the behavior helpful, and only one-fifth (20%) found talking to officials useful (see Figures 6-3 and 6-4).

The comments respondents wrote on their questionnaires clearly indicate that some managers approach the problem more seriously than do others. One victim reported that when she attempted to get help from her harasser's superior officer, she was told she should be more tolerant of him and make allowance for him. Another wrote of taking a complaint to the top administrator, who said he was powerless to admonish for "hearsay." In contrast, a supervisor reported, "My deputy tried sexual harassment pressure on my secretary until I dealt with the matter rather bluntly for the future of his work record." Adds this respondent: "I have advised counseling for the victims and filing charges against the perpetrators."

Conclusion

This chapter has explored the behavior of victims and harassers during sexual harassment incidents and the attempts of victims to stop the harassment. Few victims talk to organizational officials about their problems and only a handful file formal complaints. It may be that most victims simply want the harassment to stop and see no need to escalate the situation by filing a formal complaint.

Thus, informal actions carried out by victims or those with organizational or independent authority to correct the situation are seen as the most effective available remedies. Exploration of this possibility continues in the next chapter.

Clearly, the findings reported in this chapter indicate that there is much management can do to improve its effectiveness in reducing sexual harassment. Agency officials must be clearly informed of their responsibilities in this regard. In addition, victims need to be informed of the most effective informal responses to stop sexual harassment. They also need information on formal remedies so that option is open to those who choose to take it.

7

Impact and Cost of Sexual Harassment

- The cost of sexual harassment to the Federal Government between May 1978 and May 1980 is conservatively estimated to have been $189 million.
- Although their experiences do not change the careers or work situations of most victims, a sizeable number of men and women do leave their jobs or suffer other adverse job consequences.
- A majority of victims do not think their personal well-being or work performance declined as a result of their experiences, but a sizeable minority do.
- Victims are much more likely to think sexual harassment negatively affected their personal well-being or morale than to believe that their work performance or productivity suffered.
- Most victims report that as far as they know the morale and productivity of their immediate workgroups are little affected by their personal experience of sexual harassment.

> "I really stored a lot of feelings over one particular sexual advance."
>
> "My boss kept pestering me for dates and kept making personal remarks. When I wouldn't change my mind and play around with him, he had me transferred to a less desirable job."
>
> "Because I will not cooperate with my supervisor, he is giving me bad references so I can't get another job in order to get out of the situation."

The problem of sexual harassment does not end when the harasser walks out of the room or when a new day begins in the office. Victims are affected by their interpersonal problems and crisis experiences just as all people are. How strongly and in what way they are affected undoubtedly depends on a complex combination of personal variables—who they are, how they view the world, how many options they have—and situational variables—what sort of experience they had, what sort of office they were working in.

Nor does the problem of sexual harassment necessarily end with the victim. The problems of the victim or between the victim and the harasser may spill over into the workgroup, becoming a distraction if not a cause of additional office problems. In extreme cases, the impact of individual incidents may extend far beyond the office—to the Federal Women's Program manager called in to hear a complaint, or to the personnel specialist called on to write a vacancy notice for a job left by a victim.

Thus, while the picture of sexual harassment incidents is fairly complete, more questions must be asked to gain an understanding of the true extent of the problem of sexual harassment in the Federal work force. What is the impact of sexual harassment on a victim's physical and emotional condition, work performance, career well-being, and job turnover? What effect does sexual harassment have on the morale and productivity of the victim's immediate workgroup?[1] And how do all these things—each of them costly to some extent in some way—add up to a total cost to the Federal Government?

While most victims did not think their experiences had had a negative effect on their work performance or productivity, or on that of their work group, enough did report these and other negative consequences to bring the estimated cost of sexual harassment to the Federal Government over the 2-year period of the study to $189 million. This overall cost is discussed first, and then the responses of the victims on which the estimates were based are examined in greater detail.

Sexual Harassment Is Costly to the Federal Government

Sexual harassment of its employees cost the Federal Government an estimated $189 million during the period May 1978 to May 1980—$102 million for the harassment of women and $87 million for the harassment of men. These figures represent the costs of:

- replacing employees who left their jobs because of sexual harassment,
- paying medical insurance claims for service to employees who sought professional help because of physical or emotional stress brought on by their experiences,
- paying sick leave to employees who missed work, and
- absorbing the costs associated with reduced individual and work group productivity.

The starting point for making cost estimates derives from those victims who agreed to describe at least one harassment incident they experienced in greater detail. We term these individuals narrators. The incident they describe may be a "most recent" experience or one they felt had the greatest impact on them.

Obtaining the cost estimates on sexual harassment required that several general assumptions be made. Fundamental among these is that those respondents defined as narrators are representative of all victims and that we may generalize from them to the total population of victims. A second important set of assumptions concerns the derivation of costs of harassment. Largely, cost was calculated by inferential extrapolations from questions included in the survey. This was necessary since no direct questions were included in the survey which would provide information about the nature and amount of medical benefits used as a consequence of sexual harassment, the reason for or the amount of sick leave taken, work time missed, or estimated amount of work time devoted to harassment reduction activity.

Cost of Job Turnover: $26.8 million

Projecting figures for the entire groups of victims, not just narrators, we estimated that 29,350 Federal employees—24,660 women and 4,690 men—left their jobs over the 2-year study period as a result of being sexually harassed.[2] Replacing an employee usually involves three types of measurable costs: personnel costs associated with offering the job to a replacement; costs of a background check on the replacement; and the cost of training the replacement. Assuming that each person who left the job due to sexual harassment was replaced, that a background check of some type was made on each replacement, and each replacement received formal training in the new position, the loss to the Federal Government due to job turnover resulting from sexual harassment is estimated to have been $26.8 million—$22.5 million for women and $4.3 for men (see Table 7-1).

These figures are conservative in that they assume that the first person offered the job accepted it. They also do not include the costs associated with having a job vacant (e.g., work not done or overtime for other employees) and with taking one employee off, and putting another on, the payroll. The estimated number of Federal employees who quit because of sexual harassment also is conservative in that the survey, by its nature, did not reach the people who left the Federal Government altogether as a result of their sexual harassment experience.

---

[1] Congressional Memorandum of Understanding; see Appendix E.

[2] Figures projected from the 20,900 narrators (18,200 women and 2,700 men) who indicated in response to Survey Question 26 (see Figure 7-1 and additional data in Appendix D) that they had left their jobs because of unwanted sexual attention, either by quitting or transferring or because they had been reassigned or fired.

Table 7-1
Costs of Sexual Harassment

	Women	Men	Total
Job Turnover			
Cost to offer a job[1]	$ 6.4	$ 1.2	$ 7.6
Background checks[2]	2.0	0.4	2.4
Training[3]	24.1	2.7	26.8
Total Cost of Job Turnover	$ 22.5	$ 4.3	$ 26.8
Emotional Stress	3.9	2.1	5.0
Individual Productivity	37.7	34.4	72.1
Absenteeism	5.3	2.6	7.9
Work Group Productivity	32.6	44.3	76.9
TOTALS	$102.0	$ 86.7	$188.7

[1] Source: Office of Program Management and Evaluation, Office of Personnel Management

[2] Source: Division of Personnel Investigations, Office of Personnel Management

[3] Source: "Employee Training in the Federal Service—FY 1979," published by the Office of Personnel Management, Workforce Effectiveness and Development Office.

Cost of Emotional and Physical Stress: $5 million

Dollar loss due to emotional and physical stress was measured in terms of estimated use of Governmental health benefits plans. An estimated 128,200 victims indicated that their experience of sexual harassment had a negative impact on their emotional and physical health.[3] We assumed that such physical and emotional stress would result in symptoms for which some victims would seek professional services—and that the employees' Government health benefit plans would cover 40% of the cost of these services. We also assumed that the need for medical help would vary by the severity of the harassment experience of the victim. Thus, we assumed that the victims of the "most severe" form of sexual harassment who said their emotional or physical condition had declined (7,560 women and 1,590 men) would seek on the average $200 worth of medical services, that victims of "severe" forms of sexual harassment (74,000 women and 22,000 men) would seek on the average $100 in services, and that each victim of "less severe" sexual harassment (17,850 women and 5,200 men) would seek on the average $50 in services. On this basis we estimate the loss to the Government in use of health benefits plans due to emotional and physical stress to have been $5 million—$3.9 million for women and $1.1 million for men.

Cost of Absenteesim: $7.9 million

Dollar cost to the Government due to absenteeism was measured in terms of extra sick leave paid to the estimated 50,430 Federal employees whose time and attendance at work suffered as a result of their sexual harassment experiences.[4] We assumed that victims of "most severe" sexual harassment (4,320 women and 660 men) took 5 days on the average of sick leave, while victims of "severe" sexual harassment (28,000 women and 8,000 men) took 3 days on the average, and those victims of "less severe" harassment (4,250 women and 5,200 men) took 1 day on the average. Furthermore, assuming that the average daily salary of men and women is $80 and $48, respectively,[5] we project the approximate work time lost due to sick leave absenteeism to cost $8 million ($5,3 million for women and $2.6 million for men). Note, this estimate does not reflect tardiness at work or absenteeism not due to sick leave.

---

[3] Figures projected from the number of narrator-victims who indicated in response to Survey Question 31a (Figure 7-2 and additional data in Appendix D) that their emotional and physical condition declined as a result of unwanted sexual attention.

[4] Figures projected from the number of narrator-victims who indicated in response to Survey Question 31a (Figure 7-2 and Appendix D) that their time and attendance at work declined as a result of unwanted sexual attention.

[5] Daily salaries were based on approximations that the average annual salaries of women and men working for the Federal Government are $12,000 and $20,000 respectively. This assumes 250 working days a year and is based on data derived from the questionnaire.

Cost of Decline in Individual Productivity: $72.1 million

Dollar cost of diminished victim productivity was measured in terms of self-reported decreases in quality and quantity of work. First we assumed that the productivity of the estimated 47,290 employees whose work quality and quantity became worse[6] declined by 10%, and that this loss translates into a loss to the Government of 10% of the workers' annual salaries. Figures are based on calculations of average annual salaries of male and female victims of each of the three levels of severity of sexual harassment experience.[7] On this basis we estimate the loss to the Federal Government due to decreased productivity of victims of sexual harassment to have been $72.1 million—$37.7 million for female victims and $34.4 million for male victims (see Table 7-1).

We believe a 10% loss in productivity to be a very conservative figure. In 1970, the General Accounting Office estimated that lost productivity of individual workers due to alcoholism was at least 25%.[8] It seems possible that the problems generated by sexual harassment, at least in severe cases or when, as is commonly the case, the harassment continues over a lengthy period,[9] could approach in severity the problems associated with employee alcoholism.

If the 25% GAO figure were used to estimate loss due to decreased worker productivity, the cost to the Federal Government over the 2-year study period would amount to $180.2 million. It should be mentioned that the estimated loss does not take into account any decline in productivity of the harasser, who might be assumed also to have been less productive during the duration of the harassment incidents.

Cost of Decline in Workgroup Productivity: $76.9 million

Decrease in workgroup productivity was measured in terms of victims' assessment of this factor.[10] We estimated that 30,680 workgroups were affected.[11] If workgroup productivity can be assumed to decline by 1%, dollar costs for this decreased productivity are likely to be at least 1% of the average salaries of members of the workgroup. These average workgroup salaries were estimated on the basis of sizes[12] and sexual composition of workgroups[13] reported by narrator-victims. Again on the basis of calculations from survey data, women in the workgroups were assigned an average annual salary of $12,000, and men an average annual salary of $20,000. On this basis, the loss to the Federal Government due to decreased productivity of employees who worked in close association with the victims of sexual harassment is estimated to have been $76.9 million—$32.6 million for workgroups containing female victims and $44.3 million for workgroups containing male victims.

The General Accounting Office study cited earlier estimates that the productivity of an alcoholic employee's workgroup could decline as much as 5% to 10%. If these percentages were applied to the workgroups of victims of sexual harassment, the loss to the Federal

---

[6] Figures projected from number of narrator-victims who indicated in response to Survey Question 31a (Figure 7-2 and Appendix D) that the quality and quantity of their work became worse as a result of unwanted sexual attention.

[7] Rounded average annual salaries of victims of "most severe" sexual harassment were $12,000 for women and $15,300 for men; "severe" sexual harassment, $12,400 for women and $20,000 for men; "less severe" sexual harassment, $12,100 for women and $22,100 for men; see Appendix D, Table J.

[8] "Substantial Cost Savings from Establishment of Alcoholism Program for Federal Civilian Employees," GAO Report to Special Subcommittee on Alcoholism and Narcotics Committee on Labor and Public Welfare, U.S. Senate, September 28, 1970, p. 14. The GAO figure of 25% was at that time, and still is, considered conservative by many people familiar with the problem of alcoholism in the work force. For example, see editorial by Charles Elliott Blackford III, "What Does Employee Alcoholism Really Cost?", Labor-Management Alcoholism Journal VII (May-June, 1978).

[9] See Chapter 2.

[10] Based on responses to Survey Question 31b.

[11] This is composed of 990 workgroups of female victims, and 330 of male victims, of "most severe" sexual harassment; 12,000 and 11,000 workgroups of female and male victims of "severe" sexual harassment respectively; and 2,550 and 3,900 workgroups of female and male victims of "less severe" sexual harassment. See Appendix D, Table K.

[12] Average workgroup size of male and female victims of each level of severity of sexual harassment experience was determined on the basis of responses of narrator-victims to Survey Question 48; the average workgroup size for all female victims was calculated to be roughly 13 persons, and for all male victims, 16 persons. See Appendix D, Table N.

[13] Sexual composition of workgroups of victims was determined by responses of narrator-victims to Survey Question 51.

Government over the 2-year study period would have amounted to $384.5 million (5% loss) or $769 million (10% loss) (see Table 7-1).

Total Cost of Sexual Harassment of Federal Employees: $189 million

The cost to the Federal Government of sexual harassment of Federal workers was estimated on the basis of what victims said about how their experiences affected them personally and their coworkers. Estimates of dollar losses due to job turnover, increased absenteeism, physical and emotional stress, and decreased individual and workgroup productivity were based on seemingly reasonable sets of assumptions and deliberately were conservative. The estimated overall cost, $189 million, while likely a minimum amount, is still enough to pay the salaries of all the executives in the Federal Government—both the 465 top agency executives and the 7,000 members of the Senior Executive Service—for 6 months.[14]

As indicated, these cost estimates were based on the negative consequences of sexual harassment on victims and their workgroups as perceived by victim-narrators. The overall impact, as indicated by this group, is discussed in detail in the sections that follow.

Work Situation of Most Victims Did Not Change

The job status and working conditions of the majority of victims did not change as a result of sexual harassment, but this clearly depended on the severity of the experience[15] (see Figure 7-1). Nearly half (49%) of the women who experienced actual or attempted rape or sexual assault, compared with 1 in 5 female victims of "severe" forms of sexual harassment (22%) and 1 in 10 victims of "less severe" sexual harassment (10%), reported some change in their working conditions or careers as a result of sexual harassment, that is, did not indicate "no changes happened in (their) work situation." Most of the changes were for the worse. Wrote one victim: "I transferred out of state because of sexual harassment I received from my immediate supervisor because I chose not to tell her of my social life off the job." Another reported: "Because of my refusal to grant favors to my immediate supervisor I have been prevented from obtaining the full-time status I had prior to my graduate studies in management."

It is interesting that many of the relatively few women who anticipated penalties would occur if they did not go along[16] did in fact report negative consequences, i.e., their fear of negative consequences was found to be justified. These women were much more likely to report adverse consequences than the women who had thought that nothing would happen if they did not go along.

Of the women narrators who reported adverse consequences as a result of their sexual harassment experience, approximately 18,200 indicated they left their jobs (by quitting, transferring, being reassigned or fired) at some point during the 2-year period of the study.

The experiences of men were similar to those of women. Most men reported that no changes had occurred in their work situations, but this again depended on severity of experience, with male victims of the "most severe" form of sexual harassment most likely to experience changes (48% did) and victims of "severe" and "less severe" sexual harassment far less likely to report changes (15% and 9%, respectively). Around 2,700 men reported they had left their jobs (voluntarily or involuntarily) over the 2-year study period as a result of unwanted sexual attention. As with women, men who foresaw penalties or benefits for not going along or going along with the sexual harassment were more likely to experience changes in their work situations than those who did not anticipate any consequences.

Well-Being and Morale of Many Victims Suffered

Again, although the personal well-being and job morale of most victims apparently did not suffer as a result of their experiences, many did report suffering these negative consequences,

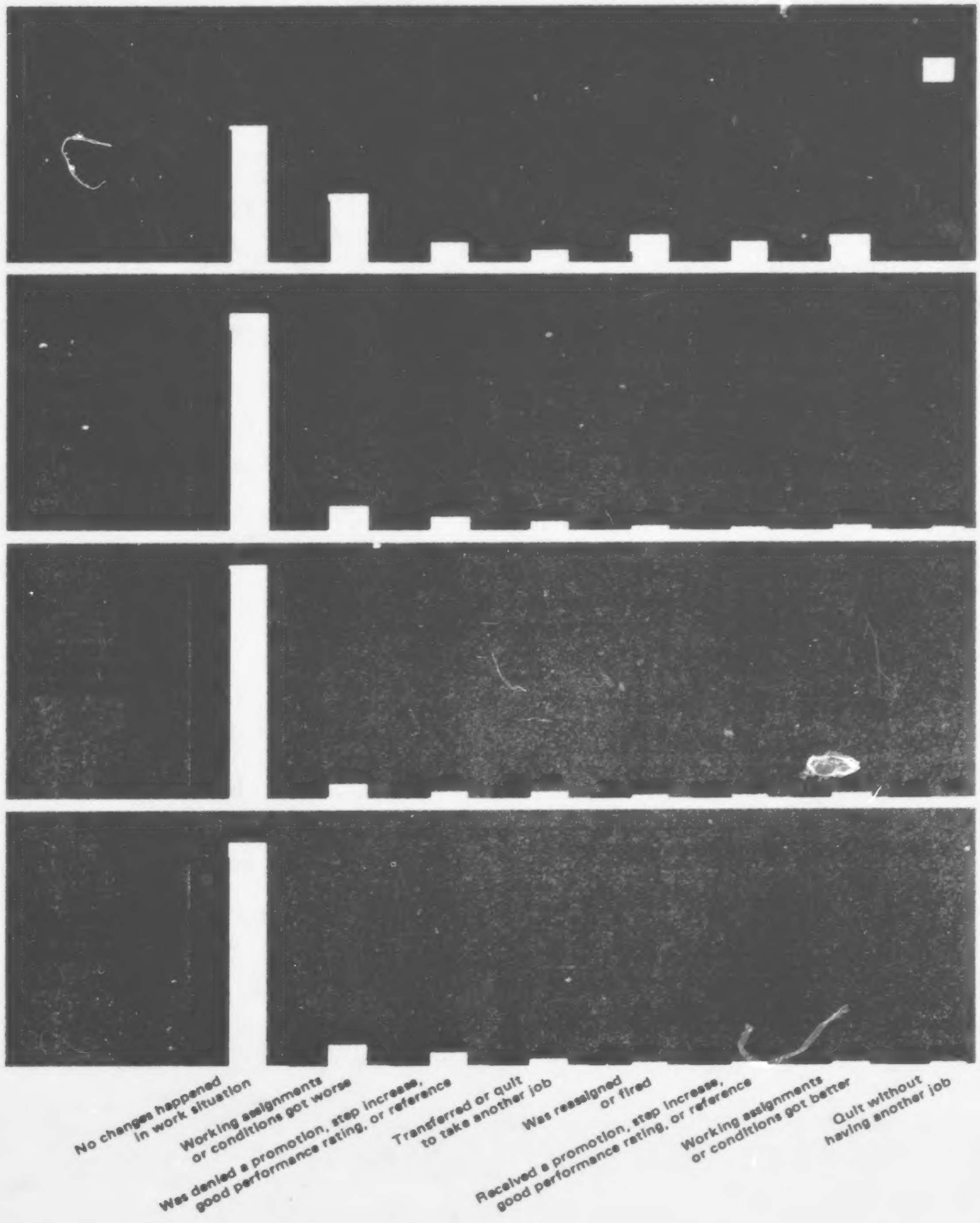
---

[14] Figures provided by Ann Andrews, Coordinator of Executive Personnel and Management Development Information Systems, OPM.

[15] Based on responses to Survey Question 26.

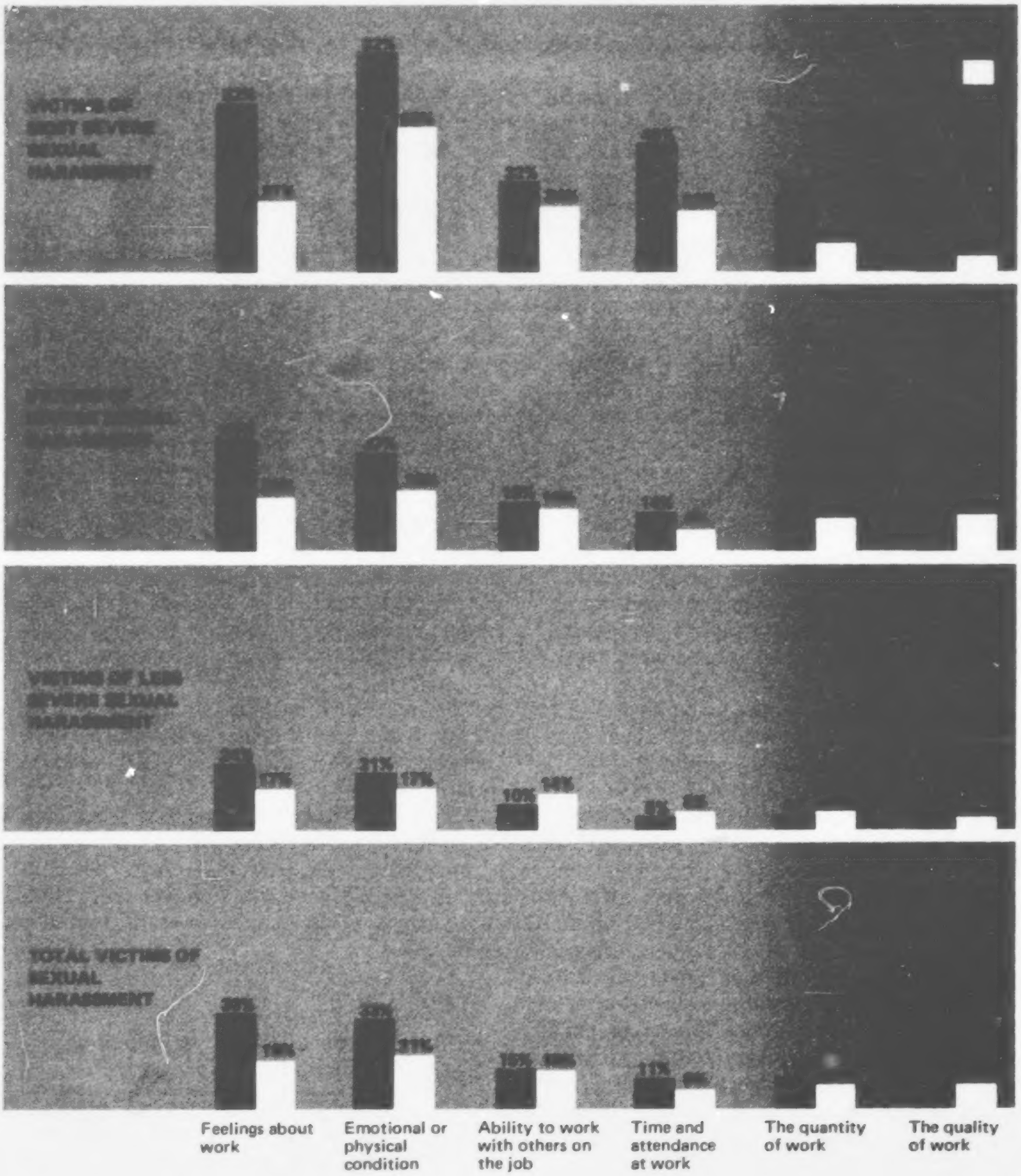
[16] Those who checked one or more items when responding to Survey Question 24; see Appendix D, Table L for data.

FIGURE 7-1
Changes in Narrators' Work Situations as a Result of Sexual Harassment
Percentage of Narrators Who Indicated These Changes Actually Occurred (Question 26)



NOTE: Many respondents indicated that management responded in more than one way.

FIGURE 7-2
Impact of Sexual Harassment on Narrators
Percentage of Narrators Who Indicated These Aspects of Their Lives "Became Worse" (Question 31a)



and their experiences were strongly related to the type of unwanted attention they had faced[17] (see Figure 7-2). Approximately 65,500 women (33% of the women who responded to this question) said their emotional or physical condition became worse as a result of their experiences. Negative physical and emotional consequences were far more common among women who had faced actual or attempted rape or sexual assault: 82% of the female victims of this most severe form of harassment reported worsened emotional or physical conditions, compared with 37% and 21% of the victims of severe and less severe forms of unwanted attention. One woman, whose Division Chief had become violent in his persistent pressuring of her for sexual favors, described her experience in this way: "It was so upsetting I finally went to a doctor for help in calming my nerves. Finally I quit. I've been a housewife since then. I'm afraid to go back—it was like being raped."

An even larger number of women—74,300, or 36% of all female narrators—said their feelings about work (i.e., their "morale") became worse as a result of the unwanted sexual attention. Again, women who faced actual or attempted rape or sexual assault were considerably more likely than victims of "less severe" harassment to report this negative consequence (62% compared with 24%).

Men were less likely than women to report having been adversely affected by their experiences. Only 1 in 5 male narrators (21% or 17,500 men), compared with 1 in 3 women, reported worse emotional or physical conditions attributed to the unwanted attention they received, and only 1 in 5 (19%, or 16,800 male narrators), compared with 1 in 3 women, reported their feelings about work became worse. Like women, the subsequent physical and emotional condition of male narrator-victims was strongly related to the severity of the experience they had had. More than half of the men who had faced actual attempted rape or sexual assault (53%) reported worsened emotional or physical health, compared with only 22% and 17% of male victims of severe and less severe forms of harassment. The feelings of men toward work were less dependent than women on type of experience: 27% who had experienced the most severe form of harassment, compared with 17% of victims of "less severe" behavior, reported lowered morale.

Victims Judged Their Own Work Performance and Productivity to Be Unaffected

The impact of sexual harassment on victims' work performance and productivity was examined in terms of the victims' own assessments of changes in their time and attendance at work, their ability to work with others, and the quantity and quality of their work.[18] As Figure 7-2 shows, very few victims reported their work had suffered in any of these ways.

That only 10% to 15% of women who had received sexual attention they did not invite and did not want (attention that in some cases continued 6 months or more) felt their experiences had adversely affected their work performance and productivity seems somewhat surprising. It may be that most of the behavior, while unwanted, was not perceived as coercive enough to affect individual productivity and performance substantially. Some evidence of this (assuming perceived coerciveness is related to severity of experience) shows up in analysis of responses by severity of experience: the more severe the harassment incident, the more likely were female narrators to report diminished performance and productivity. Also interesting is the finding that victims of the two most severe forms of harassment were likelier to report that their time and attendance and their ability to work with others had suffered than that the quality and quantity of their work had diminished.

While the explanation suggested above may have some validity, the finding that so few women—and men, as well—report their harassment experience had an adverse effect on their work performance warrants further exploration.

Sex-Assessments of Work Performance Must be Questioned

When one looks at the victims' self-reports of the impact of sexual harassment on personal well-being and work performance, a striking difference emerges. It appears that victims, both male and female, are more inclined to state that their emotional and physical condition was harmed by sexual harassment than that their ability to do their work was dimin-

---

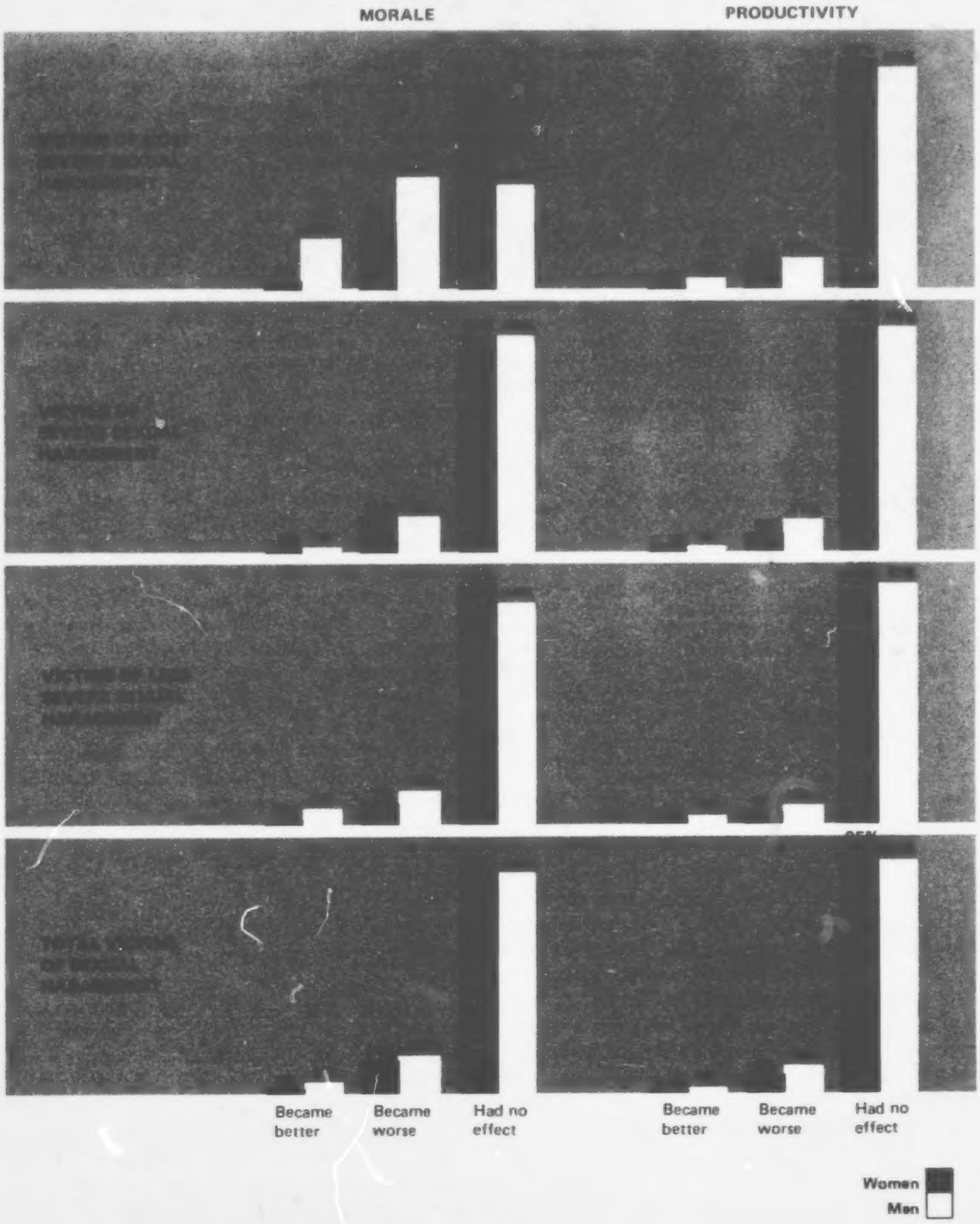
[17] Based on responses to Survey Question 31(a) and (b).

[18] See Survey Question 31a(c)-(f).

FIGURE 7-3

Impact of Sexual Harassment on the Morale and Productivity of Narrators' Immediate Work Groups

Percentage of Narrators Who Indicated These Effects on the Morale and Productivity of Their Immediate Work Groups (Question 31b)



ished. For example, female victims of "most severe" harassment were nearly four times as likely to state that their emotional or physical condition got worse (82%) than that the quality of their work declined (21%). A possible explanation for this difference was suggested by Congresswoman Gladys Spellman (Democrat-Maryland) during hearings on sexual harassment in the Federal workforce called by the Subcommittee on Investigations, Committee on Post Office and Civil Service:[19]

> Mrs. Spellman. I am aware of that question on productivity, and I am puzzled over it.
>
> Here people have been harassed and had, in some cases, very severe problems. Yet they say it did not affect their productivity.
>
> I am puzzled over that and wondered if, indeed, they were afraid to say that productivity had changed for fear it would have an adverse effect on them. As we look at some of the graphs we have here, we find that 82 percent of those responding to the survey said their emotional or physical condition was affected; 62 percent said their feelings about work were affected; 48 percent said their time and attendance at work was affected.
>
> Surely, that affects productivity. Thirty-two percent said that their ability to work with others on the job was affected. Twenty-eight percent specified that their quantity of work was affected, while 21 percent specified that the quality of their work was affected. In addition, there are indications that those who have been victims of severe sexual harassment and victims of less severe sexual harassment also were affected in those ways but, then, when you ask "was your productivity affected," they will say, no. That of course, belies the other statistics that we have, so I think that we can look just a little bit beyond that one simple question.
>
> There is far more to it than meets the eye.

In sum, although a sizeable number of women, and to a lesser extent men, report physical or emotional distress or reduced morale, fewer are willing to admit to a decline in productivity. This discrepancy may be perceptual or based on fear of adverse consequences and thus should not necessarily be taken at face value. It may be that those who are experiencing stress are not always the most accurate judges of the effect of that stress on their own performance on the job. Further research may be needed to put this finding in context.

Victims Also Judged Their Workgroups to Be Unaffected

Most male and female narrators thought their personal experiences had no effect on the morale (85% to 88%) and productivity (90% to 95%) of the people they worked with on a day-to-day basis,[20] but their perceptions depended somewhat on the severity of the behavior they encountered (see Figure 7-3).

Women who faced actual or attempted rape or sexual assault were more likely than other women to perceive a decline in their workgroups' morale and productivity, and women in general were more likely to judge there had been a decline in morale than a decrease in productivity (11% compared with 5%). Men also overwhelmingly reported that their workgroups were affected by their personal experiences. Interestingly, male victims of the most severe form of harassment were more likely than their female counterparts to report a decline in the morale of their coworkers because of the incident.

The finding that the workgroup was unaffected by a member's sexual harassment should be interpreted carefully since the finding is based on the opinions of the victims, not on reports of the coworkers themselves. Victims may or may not have been aware of the effect on their coworkers. Conversely, other members of the workgroup may never have known of the incidents. Most incidents of sexual harassment may occur in private, and as data discussed in Chapter 6 reveal, only around one-third of female narrators and one-fifth of male narrators spoke with other workers about their experiences. Given the data, a generalization about the impact of sexual harassment on the victim's immediate workgroup is unwise.

Conclusion

Although sexual harassment was not perceived by the majority of victims to have an adverse impact on their career, morale, or productivity, a significant number of women and men indicated they suffered serious adverse consequences in the form of job transfers or dismissals, impairment to emotional and physical health, and deteriorated work performance. Aside from compassionate and moral reasons for reducing sexual harassment, to do so would save the Government a considerable amount of money—$189 million over a 2-year period, by our conservative estimate.

---

[19] Congressional Hearings, September 25, 1980, pp. 37-38.

[20] Based on responses to Survey Question 31b.

8

Awareness of Remedies and Their Effectiveness

- Most victims and supervisors are relatively unaware of the formal remedies available to victims of sexual harassment.
- Relatively few victims and supervisors consider formal remedies effective in helping victims of sexual harassment.
- Taking assertive informal action is thought to be the most effective way for employees to make others stop bothering them sexually.
- Most victims and supervisors think there is much management can do regarding sexual harassment.

What can a person do to get sexual harassment to stop? Can anything be done when rejection of overtures results in negative job consequences? More important, what could be done to keep sexual harassment from becoming a problem in the first place?

There are a number of formal actions Federal employees can take in instances of sexual harassment, including filing a discrimination complaint or a grievance or adverse action appeal and requesting an investigation by their own or an outside agency. These are the remedies the Subcommittee on Investigations had in mind when it directed that the survey determine "whether victims of sexual harassment are aware of available remedies and whether they have any faith in them"[1] We believed it would also be useful to learn whether Federal employees thought there were any other actions management might take—or any effective ways an individual could get the bothersome behavior to stop. The broad issue of prevention of sexual harassment also seemed important.

Since victims obviously are the most concerned about remedies, and since supervisors not only are often involved in the complaint process but also are responsible for monitoring office behavior, we focused on their responses. There was a great deal of agreement between the two groups. Generally, there was a very low level of awareness of formal remedies. With the exception of filing a discrimination complaint, the majority of victims—male or female—were not aware of formal remedies available to them. Even fewer felt these formal actions would be effective in helping Federal employees who have been sexually bothered by others. Supervisors—Federal employees responsible for advising workers of their rights—were only somewhat more aware of formal remedies; nor were they much more confident in the effectiveness of these remedies. Despite this lack of faith, most victims and supervisors—men and women alike—believe there is much management can do regarding sexual harassment, particularly in the areas of sanctions and penalties.

---

[1] Congressional Memorandum of Understanding; see Appendix E.

A large number of victims and supervisors—at least 4 in every 10—did not think filing a formal complaint per se was one of the most effective things employees could do to get sexual harassment to stop. Far greater numbers preferred direct informal actions—asking or telling the offender to stop and reporting the behavior to a supervisor or other official as remedies for the behavior.

In order to provide background information for this chapter, the next section describes the various formal remedies usually available to victims of sexual harassment within the Federal Government.

Explanations of Formal Remedies

Formal actions or remedies are procedures that have been established by agencies in accordance with law or regulation for use by employees to resolve their work-related complaints. Depending in some cases on the type of formal remedy used, the complaint may concern any number of matters, such as unfair office practices, demotion, termination, or racial discrimination. These formal institutional remedies are also available to process charges of sexual harassment.

In some cases, such as filing a grievance, the first step in taking formal action may be contacting the supervisor. The subsequent investigation and conclusion of the case remain within the worker's employing agency. In other instances, other agency officials, such as EEO officials in the case of discrimination complaints, process the complaint within the agency and the complainant has appeal rights outside the agency. At other times, the formal action begins with an outside agency, such as the Office of the Special Counsel within the Merit Systems Protection Board. Depending on the circumstances provoking the complaint, more than one channel of formal complaint may be available to an employee who alleges sexual harassment—or only one may be apppropriate.

Complainants have a choice of courses of action to take. For example, alleged victims may want to file a *discrimination complaint* if they feel that the sexual harassment was a result of sex discrimination as interpreted by the EEOC Guidelines on sexual harassment.[2] In summary, these guidelines state that sexual harassment is sex discrimination when going along with the behavior is implicitly or explicitly a term or condition of employment, when going along or not going along is used as the basis of employment decisions affecting the victim or when the behavior has the effect of interferring with the victims' work performance or creates an intimidating, hostile or offensive work environment.

Victims may choose to *appeal an adverse action* (for example, a removal or demotion based on unacceptable performance) which they feel was a result of refusing to go along with sexual harassment. Employees may appeal the action to the Merit Systems Protection Board where they have a right to a hearing on the merits.[3]

Victims may file *grievances* with their agency management seeking relief from sexual harassment. There are usually no appeal rights outside the agency for grievances. There are two kinds of grievance systems in the Federal Government—an administrative grievance system provided by each agency under OPM regulation and a negotiated grievance system provided by a collective bargaining agreement between a union and agency management.[4]

Victims may also request *internal investigations* of their allegations of sexual harassment by their agency Inspectors General if their agency has one and if the allegations involve fraud, waste, or mismanagement of Government funds.

Finally, victims may want to request an *external investigation* from the Special Counsel of the Merit Systems Protection Board if the sexual harassment involves a *prohibited per-*

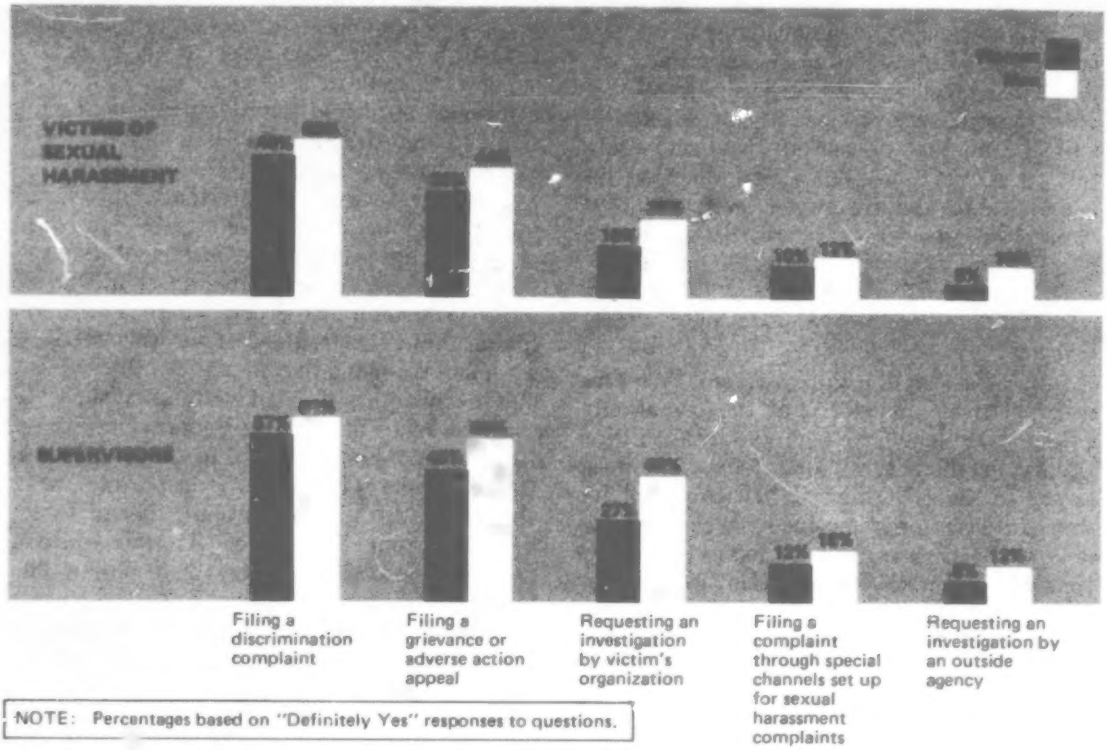
---

[2] See Appendix E.

[3] See Section 204, of the Civil Service Reform Act of 1978, Pub. Law 94-454, 92 Stat. 1111, codified at 5 U.S.C. 1201 et seq. and 7501 et seq.

[4] See 5 C.F.R. Part 771.

FIGURE 8-1
Awareness of Formal Remedies
Percentage of Victims and Supervisors Who Knew the Following Formal Remedies Were Available to Victims of Sexual Harassment (Questions 12a-16a)



NOTE: Percentages based on "Definitely Yes" responses to questions.

sonnel practice such as "taking or refusing to take a personnel action, including promotion of employees who submit to sexual advances or refusal to promote employees who resist or protest sexual overtures."[5] The Special Counsel may recommend corrective action or ask the Merit Systems Protection Board to "stay" the personnel action.

In the survey questionnaire, formal remedies were grouped to form five general types of actions:[6]

- filing a discrimination complaint (if the behavior falls under guidelines set forth by the Equal Employment Opportunity Commission);
- filing a grievance or adverse action appeal (that is, using the agency's internal grievance system, following negotiated grievance procedures if a union contract has been violated, or filing an adverse action appeal with the agency, with subsequent appeal rights to the Merit Systems Protection Board);
- requesting an internal investigation by the employing organization (for example, by the agency's Inspector General or Ethics Officer);
- requesting an investigation by an outside agency (such as the Special Counsel of the Merit Systems Protection Board if a prohibited personnnel practice, as defined in the Civil Service Reform Act of 1978, is involved); and
- filing a complaint through special channels set up for sexual harassment complaints.

For each type of formal actions, workers were asked: (a) Is this remedy available to employees where you work? (b) Would this be effective in helping these employees? Available responses to each question were: "definitely not," "probably not," "probably yes," "definitely yes," and "don't know."

---

[5] See Section 202 of the Civil Service Reform Act of 1978 cited in footnote 3 and the OPM Policy Statement, Appendix E.

[6] See Survey Questions 12-16.

Awareness of Formal Remedies Is Not Great

Most victims and supervisors were not aware of all the formal remedies available to Federal employees who have been sexually harassed. Since we wanted to know the level of awareness with some degree of certainty, we looked at only the number of workers who said "definitely yes," the remedies are available.[7] On this basis we found that rarely were even half of the victims or supervisors aware that a remedy existed. The Equal Employment Opportunity (EEO) complaint system (that is, filing a discrimination complaint) was the most widely known.

As can be seen in Figure 8-1, female victims were relatively unaware of all the formal remedies, particularly investigations by an outside agency or their own. That they were most aware of the EEO discrimination complaint procedure is interesting since that channel was not used as often as other remedies by the victims who did take formal action (see Chapter 6). Since most remedies (except "filing a complaint through special channels") are in fact available to victims, their responses indicate a generally low level of awareness. Male victims were slightly more familiar with the remedies than were females, but their awareness still was generally quite low.

Does unawareness of available remedies keep men and women from taking formal action? Apparently so, for nearly 38,000 victims—31,600 women and 6,200 men—indicated that was the reason they had not taken formal action[8] (see Figure 8-2). Generally, the more severe the harassing behavior, the more likely narrators were to say this was their reason for not taking formal action.

Supervisors as a group also were relatively unfamiliar with formal remedies available to victims of sexual harassment (see Figure 8-1). More than half did not know employees could request internal or external investigations, and fewer than two-thirds knew about filing an EEO discrimination complaint. As with victims, male supervisors tended to be more knowledgeable about remedies than were female supervisors.

As can be seen in Figure 8-1, for all remedies, both male and female supervisors were more likely to be aware than were female victims—and to some extent than were male victims. Nevertheless, given their responsibilities for advising employees of their rights, supervisors indicate a surprisingly low level of awareness of formal complaint channels, particular avenues other than filing an EEO complaint, or a grievance or adverse action appeal.

To see if awareness of formal remedies is lower in agencies having relatively high rates of sexual harassment, we looked at the responses of victims and supervisors in the 10 agencies "grouped as "other" where rates were higher than rates for the Federal work force as a whole.[9] We found that in many of these agencies the awareness level of victims and supervisors was lower than for the Federal work force in general.[10] For example, in three agencies (Departments of Labor and Transportation and the Veterans Administration) plus in those agencies grouped as "other," victims and supervisors tended to be less aware than the Government-wide averages.

In other agencies such as the Departments of Justice and Housing and Urban Development, other Defense agencies, and the General Services Administration, there are sex-based differences. For example, in other Defense agencies, male supervisors tended to be more aware of remedies and female victims and supervisors less aware than the Government-wide averages.

Formal Remedies Are Not Seen as Effective

To get a clear picture of the opinions of victims and supervisors about the effectiveness of formal remedies, we again looked only at the "definitely yes" responses.[11] On this basis it must be concluded that little faith is placed in formal remedies. In no case did more than 1 in 5 victims think a remedy would be effective (see Figure 8-3). Supervisors were not much more confident.

The EEO complaint system and the grievance or adverse action appeal process tended to receive the most support, and generally male victims were more confident in the remedies

---

[7] See Survey Questions 12a-16a.

[8] Based on responses to Survey Question 30.

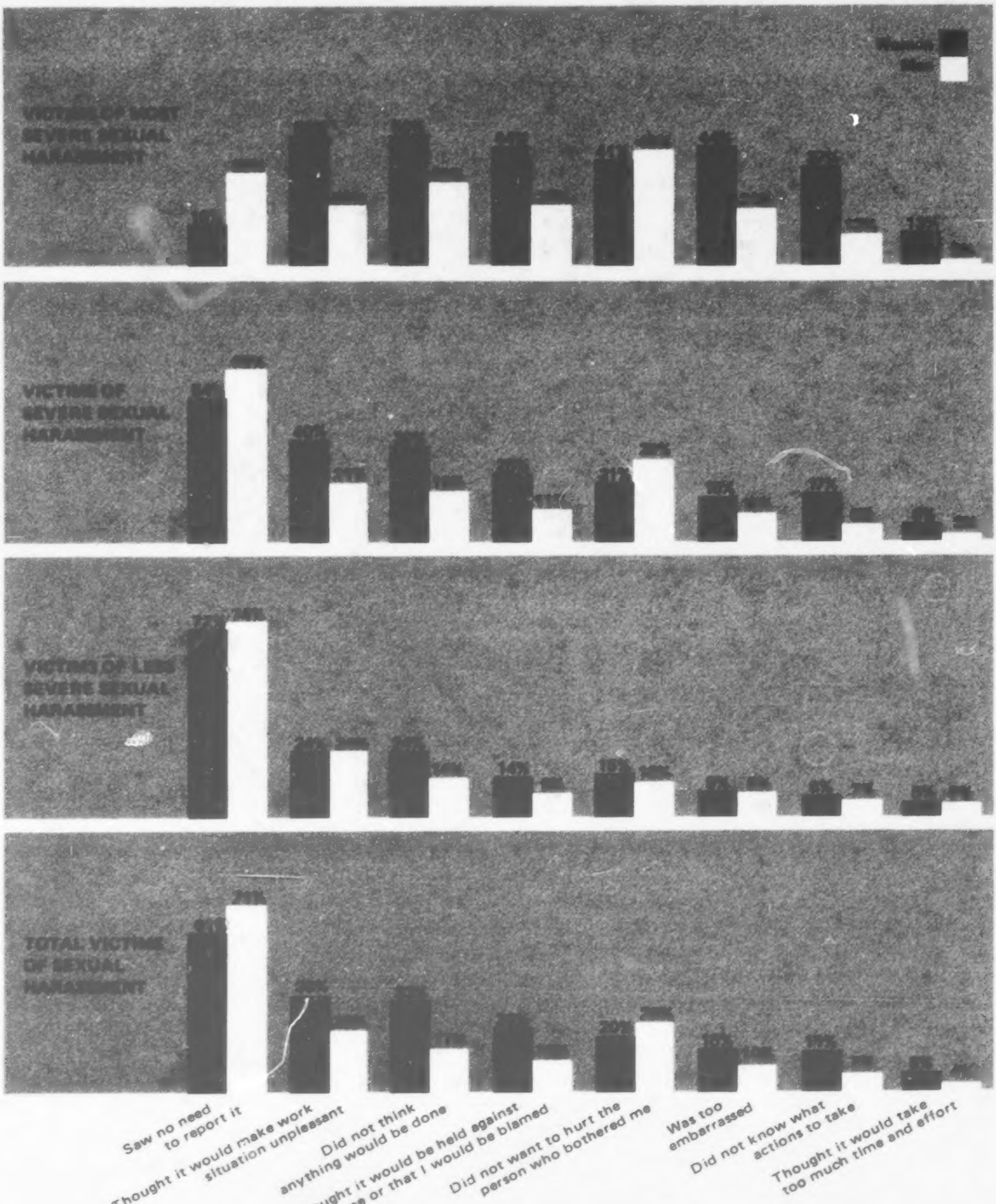
[9] See Chapter 4 for a discussion of incidence of sexual harassment in individual Government agencies.

[10] See Appendix D, Table M for data.

[11] See Survey Questions 12b-16b.

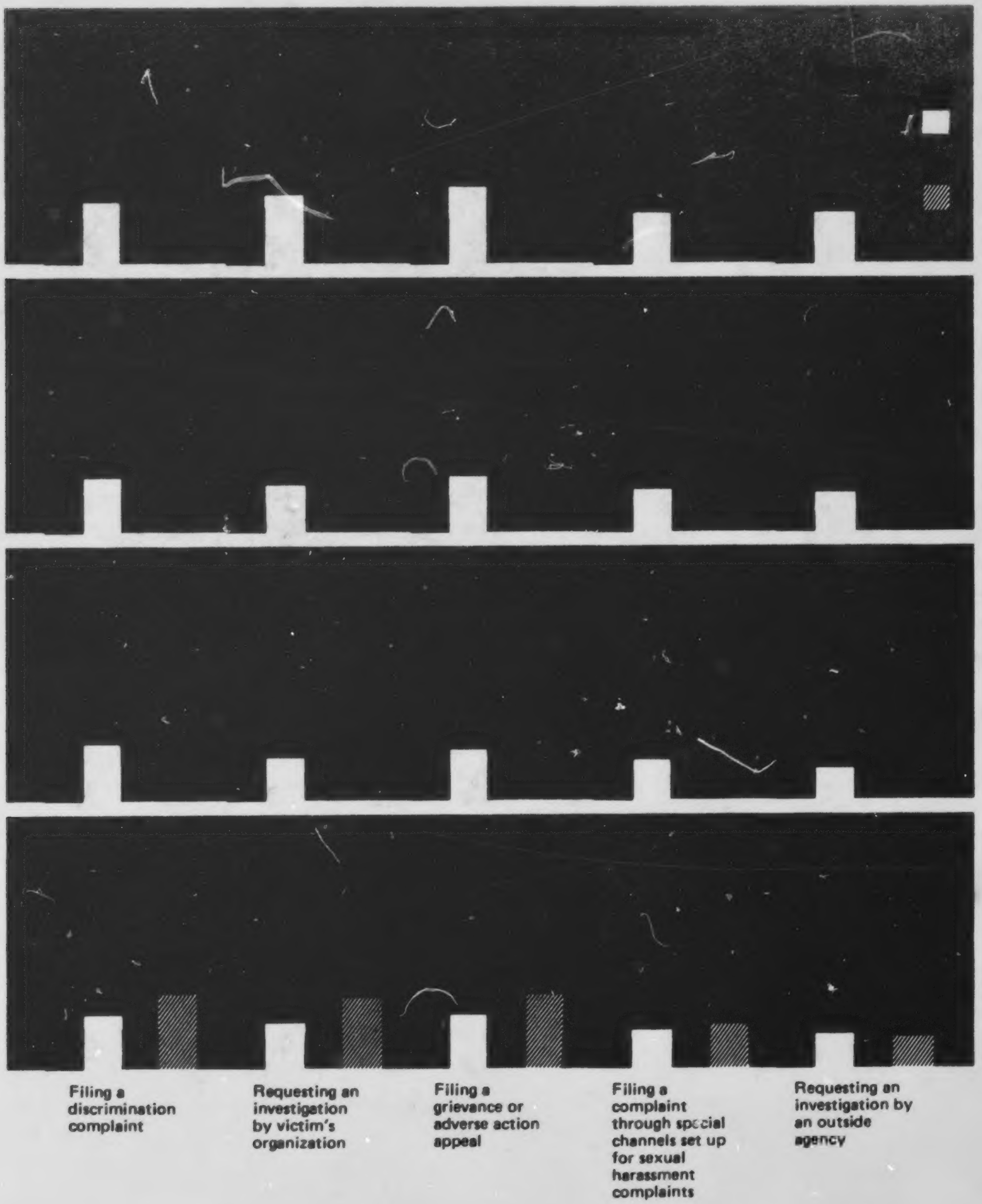
FIGURE 8-2
Reasons For Not Taking Formal Action

Percentage of Narrator Victims Who Gave the Following Reasons for Not Taking Formal Actions in Response to the Sexual Harassment (Question 30)



NOTE: Most respondents gave more than one reason for not taking formal action.

FIGURE 8-3
Perceived Effectiveness of Formal Remedies
Percentage of Victims and Supervisors Who Thought Formal Remedies Would Be Helpful To Victims of Sexual Harassment (Questions 12b-16b)



NOTE: Percentages are based on "Definitely Yes" responses to questions.

than were female victims. Likewise, a greater percentage of male supervisors than female supervisors rated the remedies effective.

Why so few victims and supervisors indicated they believe formal remedies would be effective is uncertain. The way the question was posed may have been a factor. Perhaps the majority simply thought formal action would not be effective in the circumstances described—helping "persons who have been sexually bothered by others"; more might have thought a formal action would be effective had the situation been more clear-cut, for example a worker suffering negative emotional, physical, or job consequences from the harassment.

Some support for this notion, at least in regard to victims, comes from reasons narrators gave for not filing a formal complaint. As Figure 8-2 shows, the most common reason given by narrators reporting severe and less severe harassment was "I saw no need to report it." However, this reason was given by far smaller percentages of narrators who had experienced actual or attempted rape or sexual assault. Clearly, victims of the less intense forms of harssment saw filing a formal complaint as an unnecessary response.

Another explanation for the lack of confidence in formal remedies might be unfamiliarity with available courses of action. The fact that supervisors were both more aware of remedies and more favorable toward them might suggest this is the case. A third possible explanation for the low ratings given the formal remedies is that victims and supervisors generally do not think that taking an informal action is the most effective course of action for any work-related problem. When asked which of six actions they thought were the most effective actions employees could take to make others stop bothering them sexually,[12] fewer than 6 in 10 victims and supervisors chose "filing a formal complaint" (see Figure 8-4). Whether these responses indicate a true lack of faith in the available formal remedies or simply a belief that other actions are more effective for remedying sexual harassment is unknown.

Certainly some amount of dissatisfaction and distrust was expressed by narrator victims who took no formal action (97% of the female narrators and 98% of the male narrators). As Figure 8-2 shows, a substantial percentage of female narrators gave as their reason—or one of their reasons—for not filing a formal complaint that it would make the work situation unpleasant, nothing would be done, or filing would be held against the accuser.

Smaller percentages, but still representative of a large number of male narrators, also gave those reasons. Contrast these beliefs with the results of the small number of victims who actually took formal actions. Although a majority (59%) of these female and male victims found the formal actions effective (see Chapter 6), a sizeable number (41%) did not. This middling success rate may contribute to a lack of faith in available remedies.

Perhaps the men and women who thought filing a formal complaint would make their work situations unpleasant had heard of an incident similar to that reported by a victim whose sex discrimination complaint was in process: "My supervisor continues to make remarks which are just on the 'safe' side of the line. I have been followed while leaving work by co-workers who get away with making suggestive remarks to me on the job." Perhaps those who felt filing a complaint would be held against them agreed with comments written on questionnaires returned by two survey respondents: "At my station," wrote one, "you will find very few complaints of sexual harassment, not because it isn't there, but because there is fear of consequences." Observed the other, "If you file a complaint against someone harassing you, you will be eased out of your job or your working conditions will become so miserable you will quit or transfer."

Maybe those who feel nothing would be done had observed, as had one respondent who wrote on the questionnaire, that "managers either ignore or squash the complaint." The concerns of even the small percentage of narrators who thought filing a complaint would take too much time and effort may be justified. Wrote one survey respondent: "The discrimination complaint process is ineffective for handling problems in areas it was designed to cover because the process takes too long." Another survey respondent noted an additional problem related to formal remedies: "Sexual harassment can be very subtle and difficult to prove."

Whatever their reasons, it is clear few victims of sexual harassment or supervisors believe formal remedies would be effective in

---

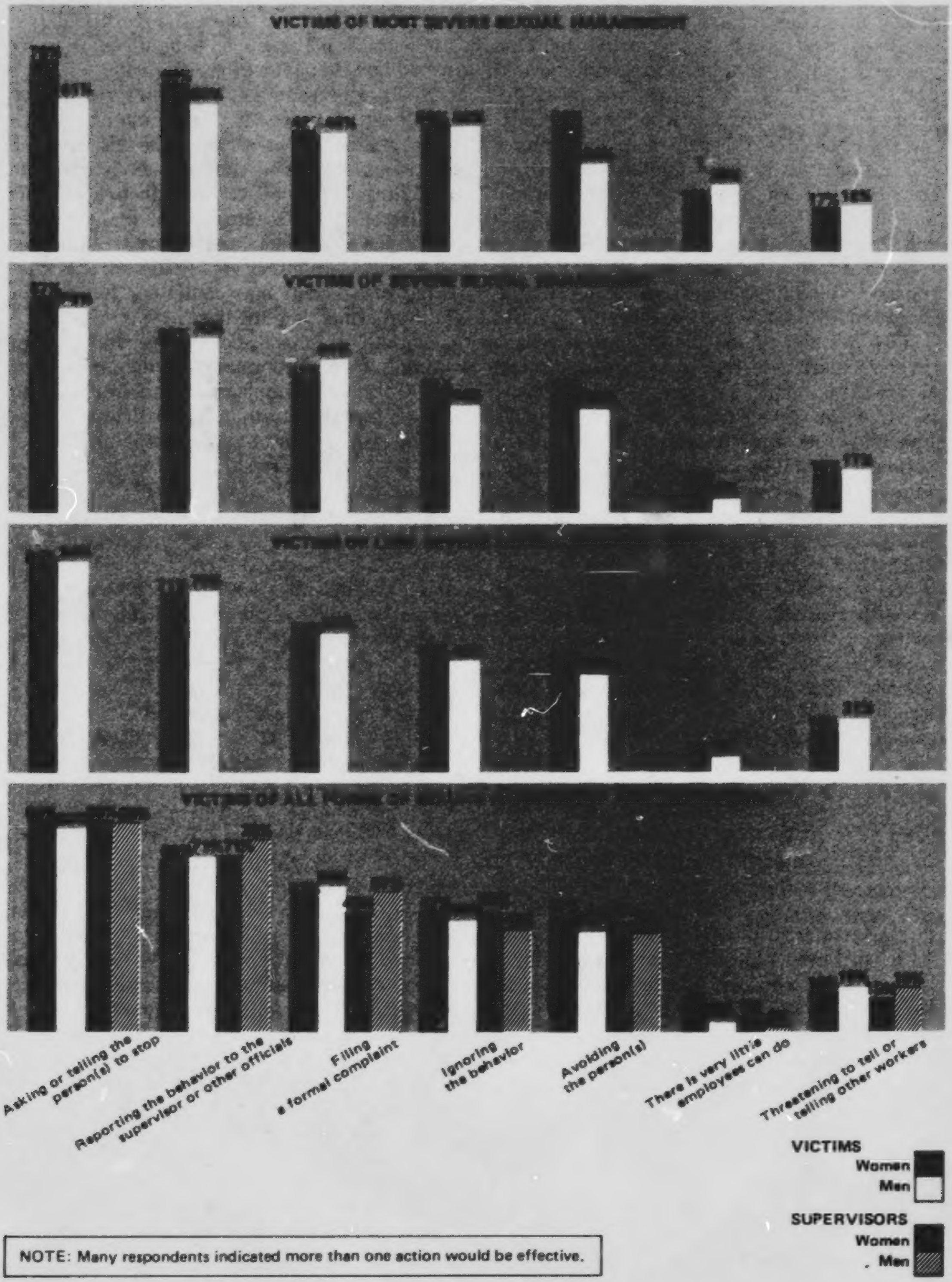
[12] Based on responses to Survey Question 10.

98

FIGURE 8-4

Perceived Effectiveness of Individual Actions

Percentage of Victims and Supervisors Who Thought Employee Actions Would Stop Sexual Harassment (Question 10)



NOTE: Many respondents indicated more than one action would be effective.

helping people who have been sexually bothered by others. It also should be mentioned that most of the men and women who do file complaints are victims of the more severe forms of sexual harassment, actual and attempted rape and assault or "severe" sexual harassment. It may be that they tend to use the formal complaint procedures because of the severity of their harassment or because they believe that they have strong cases which have a greater chance of success.

In summary, taking formal action is not necessarily the best course of action for all victims. Few victims of "severe" and "less severe" harassment filed formal complaints. Their most common reason was that they saw no need to report it. The system of formal remedies may be less effective in some agencies than in others. Some victims may be unable to document their cases. Others may prefer to handle the harassment informally. As the next section shows, there is general agreement that other types of action are more effective in getting harassment stopped.

Assertive Informal Remedies Are Seen as Most Effective

Their reasons for not doing so indicate that a sizeable number of narrator-victims do not see filing a formal complaint as a viable option (see Figure 8-2). Many worry that the solution might add to the problem by making the work situation unpleasant, or that filing a complaint might backfire, with them ending up being blamed. Many would be too embarrassed to make the matter known. An even larger number seem to feel it would be an empty exercise (nothing would be done), perhaps requiring too much time and energy. Hurting the offending person is also a concern.

To the largest number of victims, however, particularly those who have not faced the most severe form of harassment, filing a formal complaint simply is not an appropriate response.

We were interested in what victims would consider the most effective things employees can do—not necessarily to get relief from negative job consequences, but simply to get others to stop bothering them. Would they agree with the victim who transferred jobs because "you just don't make a big racket when the attainment of your doctorate depends on your evaluations." Would they approve the directness, if not the technique, of the victim who wrote: "When he made one of his comments, I told him if I heard him say something like that again to me, I would 'haul off' and belt him in the mouth." Would they think it best to ask a third party to intervene? Or would their response reflect the hopelessness one respondent seemed to feel when she wrote, "Sexual harassment is (widespread) and is now a problem I cannot handle."

Most victims believe people *can* do something to stop the unwanted behavior; as can be seen in Figure 8-4 only 2 in 20 women and 1 in 20 men felt there is little employees can do. More female victims endorsed the most direct informal response, "asking or telling the person(s) to stop," as being more effective than any other action. The next most frequent response was "reporting the behavior to the supervisor or other officials." Fewer than half the female victims endorsed the most passive actions, "ignoring the behavior" and "avoiding the person(s)." The most coercive direct response, "threatening to tell or telling other workers," was regarded as effective by the fewest number, presumably because other workers, as opposed to supervisors, rarely have authority over the annoying person. Thus female victims consider the most effective actions to be those involving direct confrontation with either the annoying person or someone who has authority over that person. These actions were judged most effective in getting the harassment stopped by more victims than the direct formal action, filing a formal complaint. As with females, more male victims endorse the most direct responses, with fewer, but still a large percentage, regarding a formal complaint as most effective.

That direct informal action can be effective in getting offensive behavior stopped was confirmed by several respondents who commented on their personal experiences. Wrote one victim: "I put a stop to the situation by speaking to the individual concerned. Some (people) ... (do) not realiz(e) that they are offensive. Only with me (or others) saying something to them will they realize they are being offensive. ..." The offending party may even find this the best approach. Wrote one man: "The lady confronted me and requested that I stop as my gestures were sexy. Her request was granted and the lady and I are good friends."

Several respondents also indicated that reporting to a supervisor or higher authority can be a successful tactic. One described how an incident was reported to a higher authority (informally) and an apology was given publicly. Said the commentor: "The initiator of the unwanted advances lost esteem among fellow workers, and this action effectively nipped in the bud any further complications."

Supervisors tended to agree with victims about the most effective ways to get unwanted sexual attention stopped, with the largest number endorsing the direct informal actions (see Figure 8-4). That male supervisors were more likely than others to endorse reporting the behavior to the supervisor may indicate that supervisors (the majority of whom are men) wish to be informed about sexual harassment problems. Another finding, that male supervisors seemed to have more faith in the complaint system than did female supervisors, is consistent with the finding reported in Figure 8-3 that greater percentages of male supervisors than female supervisors endorsed specific avenues of formal complaint.

Although more victims and supervisors—male or female—considered asking or telling the person(s) to stop an effective action, this does not necessarily indicate that is all they think is needed to get the behavior stopped. Indeed, many believe it is not enough.[13] While the majority felt "nearly all instances of unwanted sexual attention can be stopped if the person receiving the attention simply tells the other person to stop," a sizeable number—approximately 1 in every 4 men and supervisors and 1 in 3 women and victims—disagreed. That the responses break down this way, with men (22%) and supervisors (24%) being less likely to disagree that telling the person to stop will stop the behavior than women (35%) and victims (37%) is not surprising, since most supervisors are men and most victims are women. Nevertheless, it is clear that a majority of Federal workers feel telling a person to stop is adequate and effective in getting unwanted sexual attention stopped.

Management Can Help

Most victims and supervisors think there is much an organization's management can do to reduce the rate of sexual harassment. Their optimism showed through clearly in their responses to the question, "Which are the most effective actions for an organization's management to take regarding sexual harassment?"[14] As Figure 8-5 shows, only around 1 in 20 men, women, and supervisors felt there is little management can do to reduce sexual harassment on the job. Management actions involving tougher sanctions and enforcement generally were endorsed more often than other management actions. A majority of victims and supervisors also endorsed actions involving publicizing management policy regarding sexual harassment. Actions intended to help victims cope with sexual harassment were less popular, with women noticeably more likely than men to think a special counseling service would be effective.

The importance of effective management involvement can be seen in the comments that respondents wrote on their questionnaires. Few were as cynical as the Federal worker who said there is very little management can do because "management does not want to reduce sexual harassment on the job"—or as discouraged as the person who wrote, "upper management in my agency is generally unconcerned about subjects like sexual harassment; senior executives feel they have more important things to do." But a number implied that greater support from management is indicated. Wrote one person: "A major problem is that among management there is tacit approval."

Swifter investigations and action against managers who knowingly allow behavior to continue might seem appropriate to the Federal worker who wrote that supervisors took no action against the offender, a Branch Chief, until they were ordered to by outside sources. Noted the respondent: "The sexual harassment continued over several years with several different women, two of whom resigned under pressure from the harasser." Awareness training on management responsibilities for decreasing sexual harassment might seem like a good idea to the Federal worker who observed: "When one complains to the supervisor about an employee whose comments and filthy jokes are annoying and embarrassing, she always says, 'Oh, I know, he's always been like that,' but she never does anything about it."

---

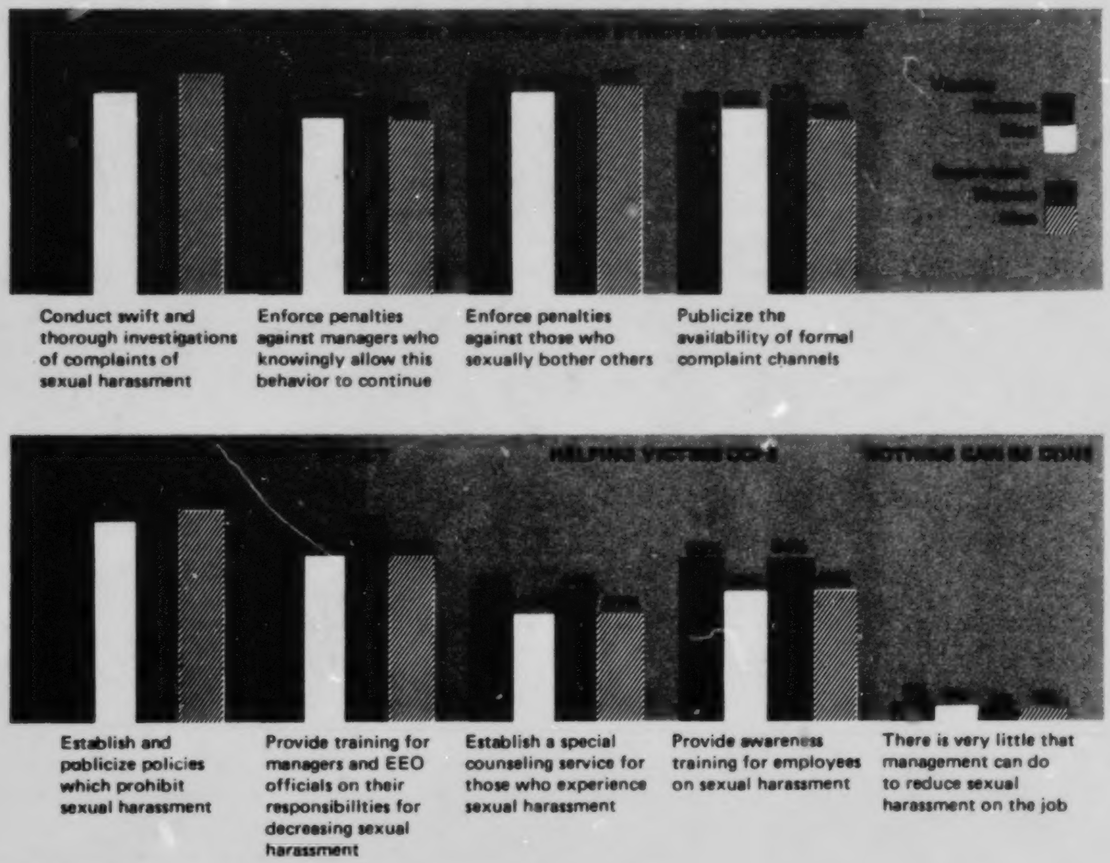
[13] Based on disagree/strongly disagree and agree/strongly agree responses to Survey Question 1(h). See Appendix D, Table N for data.

[14] See Survey Question 11.

FIGURE 8-5

Perceived Effectiveness of Management Actions

Percentage of Victims and Supervisors Who Thought Management Actions Regarding Sexual Harassment Would Be Effective (Question 11)



NOTE: Many respondents indicated more than one action would be effective.

Respondents' comments also indicated that management action can be—or is thought likely to be--helpful. As cited above, management investigation and discipline of the offending person "effectively nipped in the bud" any further problem. Publishing a policy "along the vein of 'you don't have to put up with this' could go a long way toward encouraging people to speak up," wrote another Federal worker. However, a third cautions, "the Federal Government spends a lot on developing policy and providing training, but they are not very serious about doing anything practical to correct the problem." One reports that agency employees are "... periodically given memoranda citing the section of the law so we will know how to report or file a complaint if we encounter sexual harassment."

Conclusion

Although few victims and supervisors considered current formal remedies for sexual harassment effective, many thought a number of management actions regarding sexual harassment would be helpful, and most endorsed management actions involving sanctions and enforcement of penalties. Awareness of existing complaint channels is relatively low (particularly in a number of agencies having high rates of harassment), and most victims and supervisors felt publicizing the availability of these channels would be helpful. A number of victims and supervisors indicated that filing a formal complaint is not one of the most effective actions employees can take to stop sexual harassment, and a number of victims indicated that their reasons for not taking formal action are related to the system itself. The overwhelming support for management action involving sanctions and penalties, but lack of faith in current formal remedies, may reflect unfamiliarity or dissatisfaction with the existing complaint system.

9

Findings, Conclusions, and Recommendations

The findings, conclusions, and recommendations that follow grow directly out of the discussions in the preceding eight chapters. The major findings are summarized and conclusions drawn to facilitate the development of the policy recommendations on ways to remedy sexual harassment in the Federal work force.

The recommendations are directed to those institutions—Congress, Federal agencies, OPM, EEOC—that have responsibility for assuring that the Federal workplace is free from unsolicited and unwelcome sexual overtones. Each of these institutions can play an important role in bringing this about by effectively implementing the recommended actions. Most of these actions do not require extensive outlays of funds and resources and are cost effective when compared to the dollar, psychic, and productivity costs of prohibited sexual harassment on the job.

Summary of Findings

View Of Federal Workers Toward Sexual Harassment

1. A variety of uninvited sexual behaviors are considered to be sexual harassment by both men and women.

- Both men and women Federal workers generally agree that uninvited behaviors of a sexual nature constitute sexual harassment.
- Federal workers believe supervisors should be held to a higher standard of conduct than other workers regarding sexually oriented behavior on the job.

2. The attitudes of men and women Federal workers about sexual behavior at work vary.

- Both men and women Federal workers believe sexual activity, whether voluntary or otherwise, should not occur between people who work together.
- Men show a greater tendency than women to think victims are somewhat responsible for bringing sexual harassment on themselves and are inclined to believe the issue of sexual harassment has been exaggerated.
- Both men and women Federal workers think sexual harassment is something people should not have to tolerate.

104

Extent Of Sexual Harassment In The Federal Workplace

3. The incidence rate of sexual harassment in the Federal workforce is widespread.

- One out of every four Federal employees reported being sexually harassed on the job over a 2-year period.
- Women are much more likely to be victims than men—42% of all female Federal employees, but only 15% of male employees, reported being sexually harassed.
- Sexual harassment can take many forms, and every form except attempted or actual rape or sexual assault was experienced by a sizeable percentage of both men and women.

4. Many sexual harassment incidents occur repeatedly and are of relatively long duration.

- Sexual harassment is not just a one-time experience—many victims were repeatedly subjected to harassing behaviors, particularly the less severe forms.
- Incidents of sexual harassment are not just passing events—most lasted more than a week, and many lasted longer than 6 months.

5. The majority of Federal employees who had worked elsewhere feel sexual harassment is no worse in the Federal workplace than in state and local government or in the private sector.

Victims Of Sexual Harassment

6. Individuals with certain personal and organizational characteristics are more likely to be sexually harassed than others.

- Age, marital status, and sexual composition of the employee's work group have a relatively strong effect on whether a Federal employee is sexually harassed.
- Factors having a somewhat weaker relationship are employee education level, race or ethnic background, job classification, traditionality of the employee's job, and sex of the employee's immediate supervisor.

7. Sexual harassment is widely distributed among women and men of various backgrounds, positions, and locations.

- Some agencies have a greater incidence of sexual harassment than do others.
- Sexual harassment is more likely to occur in work environments where employees have poor communications with their supervisors and feel pressured to participate in activities of a sexual nature.

Perpetrators Of Sexual Harassment

8. The personal and organizational characteristics of those who harass women are somewhat different from those who harass men.

- Most victims are harassed by people of the opposite sex.
- Most harassers act alone rather than in concert with another person.
- Most harassers of women are older than their victims, and most harassers of men are younger.
- Most harassers are married, but many men report being harassed by divorced or single women as well.
- Most harassers are of the same race or ethnic background as their victims but minority men report being harassed by those of a different race or ethnic background.
- Most harassers are coworkers, but many women are harassed by supervisors.

9. Many harassers are reported to have bothered more than one victim at work.

10. Few employees report having been accused of sexually harassing others.

Incidents Of Sexual Harassment

11. Those who are sexually harassed by supervisors and those who experience the more severe forms of sexual harassment are more likely than other victims to foresee penalties or possible benefits for not going along or going along with the unwanted sexual attention.

12. A number of informal actions were found by victims to be effective in stopping the sexual harassment.

- Most victims respond to the sexual harassment by ignoring it, but few find that technique improves the situation.
- The most direct and assertive informal responses, such as telling the harasser to stop, are reported to be the most effective actions to take.
- Few victims talk about their experiences with others, but those who do find talking to someone with independent authority or organizational responsibility to be more helpful than talking to coworkers, family, or friends.

13. Filing a formal complaint was also found to be relatively effective for the few who tried it.

- Few victims take formal actions, but many who do find them helpful.
- The reported response of agency officials to informal and formal charges of sexual harassment has been mixed.

The Impact And Cost Of Sexual Harassment

14. The cost of sexual harassment to the Federal Government between May 1978 and May 1980 is conservatively estimated to have been $189 million.

15. Although their experiences do not change the careers and work situations of most victims, a sizeable number of women and men do leave their jobs or suffer other adverse consequences.

- A majority of victims did not think their personal well-being or work performance declined as a result of their experience, but a sizeable minority do.
- Victims are much more likely to think sexual harassment negatively affected their personal well-being or morale than to believe that their work performance or productivity suffered.

16. Most victims report that, as far as they know, the morale and productivity of their immediate workgroup are little affected by their personal experience of sexual harassment.

Awareness Of Remedies And Their Effectiveness

17. Federal workers are generally unaware of formal remedies and even fewer are convinced of their effectiveness.

- Most victims and supervisors are relatively unaware of the formal remedies available to victims of sexual harassment.
- Relatively few victims and supervisors consider formal remedies effective in helping victims of sexual harassment.

18. Taking assertive informal action is thought to be the most effective way for employees to make others stop bothering them sexually.

19. Most victims and supervisors think there is much management can do regarding sexual harassment.

Conclusions

These findings lead to five general conclusions that can be drawn about the sexual harassment in the Federal workplace. In addition, several views about the nature of sexual harassment are discussed.

1. Sexual harassment is a legitimate problem in the Federal workplace.

We have seen that sexual harassment is indeed a widespread and legitimate problem. As shown in Chapter 2, the vast majority of both supervisors and others alike agreed that sexual harassment is behavior that should not be tolerated and a sizeable number of victims indicated that it was a problem where they worked. Chapters 3 and 4 provided information on how widespread and prevalent sexual harassment is among female and male Federal workers. Another indication that sexual harassment is a legitimate problem is the sizeable dollar cost to the Federal Government of the effects of sexual harassment, as conservatively estimated in Chapter 7.

2. In the past, agency managers and supervisors have not been as successful as they could be in resolving problems of sexual harassment.

We found that in the past, management overall has been somewhat less than effective in resolving issues of sexual harassment that have been raised. Chapter 5 shows that few victims talked to supervisors for advice or reported the behavior formally and when they did, they had only a 60-40 chance of having the problem resolved.

Problems may also arise when supervisors who do not actually participate in the sexual harassment give tacit approval to the subordinates who engage in the behavior. Since these supervisors have responsibility for employee conduct in their offices, they should take charge in eliminating it from their workplaces rather than approving or ignoring it. The basis for this lack of commitment may be partially explained by the findings in Chapter 2 that a number of supervisors think that the problem of sexual harassment has been exaggerated and that victims are somewhat to blame for bringing the sexual harassment on themselves. Clearly, these attitudes of supervisors tend to undermine the authority and force of agency policy statements prohibiting sexual harassment and have the effect of thwarting their implementation.

3. There is much that management can do about the problem of sexual harassment in the future.

We found that there is much management can do about the problem of sexual harassment in the future to both prevent its occurrence and remedy the effects. Chapter 8 contains information on a number of actions which respondents felt would be helpful in reducing sexual harassment. Chapters 4 and 5 provide data on the characteristics of individuals most likely to be harassed and to do the harassing.

Some of these characteristics are under the control of management and can be adjusted to reduce the rate of sexual harassment. For example, individuals in nontraditional jobs, such as women law enforcement officers, have been shown to experience sexual harassment at somewhat higher rates than others. Supervisors of these employees as well as the employees themselves can be made aware of this fact and appropriate preventive and remedial steps implemented.

4. There are effective actions that victims can take to resolve the problem of sexual harassment.

A number of actions have been discussed that victims themselves can take regarding the sexual harassment. As shown in Chapter 5, the most assertive informal actions are the most effective: talking to someone with either outside or organizational responsibility sometimes helps, and filing a formal complaint as noted above has an average chance of helping the victims. Chapter 8 indicates that victims as well as supervisors need to be made aware of the existence of available remedies so that they can use them if needed. However, Chapter 5 indicates that most victims would prefer to settle the matter informally rather than taking a formal action that would tend to escalate this highly personal matter. Appendix H lists publications that offer additional advice on effective techniques for dealing with sexual harassment.

5. Sexual harassment has varying effects on victims, which probably account for the differences in repercussions.

In studying the effects of sexual harassment on its victims, we found variance in the repercussions, depending on a number of factors. It appears that some victims experience dramatic consequences as a result of this experience and others do not. The causes are various, but contributing factors appear to be the level of severity of the sexual harassment, personal and organizational characteristics of the victim, the organizational level of the harasser, and the perceived motive or demeanor of the harasser.

Some victims were more likely to be sexually harassed than others, and some reported suffering greater consequences, particularly when the harasser had greater power. For example, women victims of actual or attempted rape or assault who were harassed by their supervisors were more likely than other victims to report fearing and suffering negative job consequences as a result of their sexual harassment experience. These victims of "most severe" sexual harassment were also much more likely to report experiencing emotional or physical problems or reductions in their work performance.

However, it should be pointed out that the findings indicate the level of severity by itself does not control whether adverse consequences will occur. Some victims of seemingly mild forms of sexual harassment have reported adverse consequences. For example, an individual who received repeated lewd comments ("less severe" behavior) from her supervisor might suffer greater consequences than an individual who was pressured for sexual favors ("severe" behavior) by a coworker.

What Is the Nature of Sexual Harassment?

Although sexual harassment has been demonstrated to be a problem that management can combat, the question still remains: what is the underlying nature of sexual harassment in the first place? Three explanations that were discussed in Chapter 1 have been raised in the literature. The first two views are somewhat interrelated in that those who have low power are thought to be more vulnerable to those with greater power. Based upon the findings in the study, we concluded that the first two explanations appear valid under some circumstances and we rejected the last. The three views are:

1. That sexual harassment is a form of power that is exercised by those in control, usually men, over low-status employees, usually women.
2. That individuals with certain low-power characteristics, such as youth and low salaries, are more subject to sexual harassment than others.
3. That sexual harassment is an expression of personal attraction between men and women that is widespread and cannot and should not be stopped.

The following briefly discusses these views in light of the findings from the study.

Sexual Harassment is an Abuse of Power

This theory grows out of the view that sexual harassment is a form of sex discrimination designed to keep women from advancing from low paid, powerless jobs. Women do comprise only about one-third (31%) of the jobs in the Federal workforce and most women occupy the lowest paid jobs compared to men.[1]

However, the findings show that most victims, both men and women, are harassed by coworkers rather than supervisors who presumably have more power. On its face this finding would tend to disprove the power theory, however, one must look closer at the data. The findings also show that victims, regardless of severity of the harassment, were more likely to perceive and experience adverse consequences if their harasser was a supervisor rather than a coworker. This seems to indicate that, although not all harassment is an outgrowth of organizational power, those cases where consequences are greater are more likely to be examples of abuse of organizational power. The sexual harassment by coworkers probably has more to do with personal power and sex roles than with organizationally derived power. In any event, further research would be helpful in exploring this issue.

Individuals with Certain Characteristics are More Vulnerable to Sexual Harassment

The view that those with low status and power characteristics are more vulnerable to sexual harassment has been proved in some respects and disproved in others. Some with low power and status, such as younger men and women and trainees, did report receiving sexual harassment disproportionately, but others, such as those in low salary levels, low education levels, and women office and clerical workers, did not.

Sexual Harassment is Not an Expression of Personal Sexual Attraction

The theory that sexual harassment is an expression of personal sexual attraction grows out of a view that sexual harassment is part of standard behavior between the sexes and that employers have no business interfering with these matters of love or personal attraction. This theory has been disproved on several counts.

That many harassers were reported to have harassed more than one victim casts doubt on the idea that sexual harassment is simply a matter of unique personal attraction. The finding that the rate of sexual harassment is not constant among all Federal agencies also somewhat negates the idea that sexual harassment is appropriate sexual behavior that occurs everywhere; that many victims report severe consequences also tends to negate that this behavior is and should be standard practice. In addition, the vast majority of respondents stated that sexual harassment is not something that "people should have to put up with." All of this indicates that sexual harassment should not be considered standard behavior at the workplace and is very much a matter of concern for employers such as the Federal Government.

---

[1] See Office of Personnel Management, Federal Civilian Work Force Statistics, *Equal Employment Opportunity Statics*, November 1978, p. xv.

Implications

Understanding that sexual harassment does not affect all victims in the same way is important in developing recommendations on ways to effectively reduce sexual harassment in the Federal workplace.

To help reduce most instances of sexual harassment, where the effects are not so adverse or presumably debilitating, an awareness campaign that focuses on prevention would be the most effective. This campaign should advise managers of their responsibilities and hold them accountable, as well as provide aid to victims in informally resolving these matters.

For the smaller number of instances where the sexual harassment has an extremely adverse or punitive affect, the response of management should be swift and thorough in imposing sanctions against the behavior and in aiding the victim.

These concepts are more thoroughly explored below.

Recommendations

Since sexual harassment has been clearly shown to be a problem in the Federal Government, managerial policies should be instituted stating sexual harassment is unacceptable conduct that will not be condoned. A number of agencies have already begun to do this.[2] The Federal courts and Federal regulations[3] have also stated that under many circumstances, sexual harassment is a violation of both civil law and criminal law. Therefore, it is both cost-effective and managerially responsible to take effective steps to reduce the amount of sexual harassment in the Federal Government.

Sanctions and Enforcement

1. Agencies should provide strong and effective enforcement against sexual harassment and issue sanctions where appropriate. To do this:

- Agencies should conduct swift and thorough investigations to discover evidence of sexual harassment and take appropriate action.
- Agencies should emphasize their strong commitment to prohibiting sexual harassment on the job by imposing sanctions where appropriate against the behavior, including:
    a. enforcing penalties against those who sexually bother others, and
    b. enforcing penalties against managers who knowingly allow this behavior to continue.

2. Complaint channels for allegations of sexual harassment should be clarified and streamlined.

Agency management has a responsibility to investigate and eliminate prohibited behavior, such as sexual harassment. The sanctions imposed and the remedial action taken, as with other violations of the law, should be commensurate with the violation. What is key, however, to render this recommendation effective is that allegations be taken seriously so that forceful and fair resolutions result. This will help to restore the faith of victims as well as supervisors in formal channels for processing complaints or grievances.

No additional legal or regulatory mechanisms appear to be necessary to enforce sanctions against sexual harassment if strong enforcement can be accomplished within current channels. However, the channels must be made more efficient and responsive to the fact that sexual harassment is a legitimate problem that must be handled as seriously as other violations of the law, standards of conduct, or prohibited personnel practices.

Publicizing Managerial Policy and Commitment

3. Managers and other agency officials should be made aware of their responsibility and held accountable for enforcing Government and agency policy prohibiting sexual harassment at the workplace. This can best be accomplished by agency managers:

- issuing strong policy statements
- otherwise clarifying acceptable behavior for supervisors, and
- holding supervisors responsible for the conduct of their offices with regard to sexual harassment through the performance appraisal system.

---

[2] See Appendix F for data on these agencies.

[3] See Appendix H for a discussion of the legal analysis of sexual harassment.

Agencies should emphasize the use of preventive measures and informal resolution of complaints as a means of combating sexual harassment since processing formal complaints is both time-consuming and costly. Since most victims do not file complaints, these measures will also affect the largest number of victims and harassers. The costs of preventing sexual harassment may be more than offset by the savings to the Government in reducing sexual harassment and, thus, reducing job turnover and increasing job productivity and morale.

It is also important to note that a knowledgeable observer with a widespread clinical practice for the last decade finds that enunciating regulations clearly and specifically can be very effective in reducing sexual harassment.[4] Buttressing this argument is the finding in Appendix F that the agency with the highest rate of sexual harassment for women also had not issued a policy statement of sexual harassment at the time this survey was conducted.

However, Dr. Rowe cautions that because of heightened awareness caused by publicizing the policy, the number of informal and formal complaints of sexual harassment may temporarily increase in the short run.

4. Agencies should develop a training strategy to aid in preventing sexual harassment; this strategy will be instrumental in targeting those groups that should receive training on a priority basis to best utilize limited training resources.

This training can include inservice classroom training either as a separate course or as part of other courses, publishing pamphlets or handbooks for employees and supervisors on the subject, and providing other awareness activities through lectures and short workshops. An effective training strategy should include at least three target audiences:

(a) managers and supervisors whose responsibility is the conduct of the workplace;

(b) other agency personnel such as personnel and EEO officials who have responsibility to advise victims and supervisors on procedural and other matters regarding sexual harassment, and

(c) victims or potential victims requiring information on their rights as well as useful techniques on coping with the sexual harassment informally.

Providing Assistance to Victims

5. Agencies should provide information to victims on effective techniques for resolving incidents of sexual harassment.

Agencies should provide all employees with information (in pamphlet or other written format) regarding:

- what the most effective actions are for them to take to stop sexual harassment,
- what their rights of redress of sexual harassment are, including the availability of formal complaint channels,
- which agency officials have responsibility for processing complaints or assisting with problems associated with incidents of sexual harassment; officials may include Federal Women's Program managers, EEO counselors, EEO officers or personnel officers, and

The study indicates that most victims try to resolve their sexual harassment incidents by ignoring the behavior but that this very rarely solves the problem. Victims should be advised that the most assertive responses are the most effective. Since a sizeable number of victims report suffering negative personal effects that result in losses to the Federal Government, steps should be taken to mitigate some of these effects.

6. Outside agencies, such as the Office of the Special Counsel in the MSPB, should also publicize the availability of their services as resources allow.

7. Federal employee labor unions should be encouraged to instruct shop stewards and other union officials about counseling techniques and legal redress for union member victims of sexual harassment who seek assistance from the union.

---

[4] Mary P. Rowe, Ph.D. Assistant to the President, Massachusetts Institute of Technology, conversation March 1981.

Follow-up

8. A number of other activities should be instituted to assure compliance with law and regulation as well as to provide follow-up to this study both within the Federal Government and in the private sector.

Steps that should be taken include:

- Copies of the MSPB Final Report documenting the incidence of sexual harassment should receive wide distribution among the agencies.
- The Congress should continue to monitor the activities of the various Federal agencies regarding sexual harassment.
- Agencies should ensure that their training courses developed to prevent sexual harassment are effective.
- EEOC should continue its review of actions taken by agencies to combat sexual harassment.
- Other research groups, both public and private, should be encouraged to do further analysis on this subject using the MSPB data tape in order to increase understanding and awareness of the problem; agencies should be encouraged to use the MSPB questionnaire to conduct research of organizations within the agencies for purposes of comparison.
- State and local governments, universities, as well as companies in the private sector should be encouraged to conduct research on sexual harassment among their own employees or students. The MSPB survey questionnaire should be made available to use as a model.

As with the laws that the Federal Government enforces against the private sector, the laws and policies regarding sexual harassment in the Federal workplace should also be monitored and enforced. The most cost effective approach is to include the monitoring of sexual harassment policies in conjunction with evaluation programs already in place.

Appendix A

Methodology

Development of the Questionnaire

The following is a discussion of the methodology used to collect and to analyze the survey data in this report.

At the outset it was clear that a questionnaire would be the only feasible means of gathering information from a sample large enough to make the results valid. Social psychologists knowledgeable in questionnaire design and the topic of sexual harassment aided the Merit Systems Protection Board (MSPB), Office of Merit Systems Review and Studies' research team in the preparation of the questionnaire. A group of advisors, consisting of academic sex researchers, Government management officials, representatives of Federal employee unions, a director of a community-based volunteer organization, and representatives from OPM and EEOC, were consulted in the initial design and development of the questionnaire as well. Several criteria guided the development of the study:

- The definition of sexual harassment developed by the Office of Personnel Management would apply.
- The confidentiality and anonymity of respondents would be maintained.
- The questions and language in the questionnaire would be as unbiased as possible.
- The survey questions regarding experiences of sexual harassment were to be limited to recent occurrences, at least within the last two years.
- The conduct of the survey would adhere to ethical standards in the use of human test subjects.

The draft questionnaire was pretested on a cross section of men and women Federal employees at eight different work sites who first were asked to complete the questionnaire and then to participate in a group discussion about the content and style of the questionnaire. The men and women were pretested separately to elicit candid comments. On the basis of these results, the questionnaire was revised sixteen times to produce a valid and reliable document.

The final form of the survey questionnaire used in the study was 12 pages long and contained 63 questions. The categories of sexual harassment were expanded from the Office of Personnel Management (OPM) definition, which the Congressional Subcommittee directed the MSPB research team to use (see Chapter 1), to include the following seven behaviors:

- Actual or attempted rape or sexual assualt
- Unwanted pressure for sexual favors
- Unwanted deliberate touching, leaning over, cornering or pinching
- Unwanted sexually suggestive looks or gestures
- Unwanted letters, phone calls or materials of a sexual nature
- Unwanted pressure for dates
- Unwanted sexual teasing, jokes, remarks or questions

The questionnaire was divided into seven sections, each designed to obtain the following types of information:

Section I—Attitudes regarding sexual behavior that can happen at work.

Section II—How respondents define sexual harassment and other questions.

Section III—Opinions on remedies that would be useful in reducing sexual harassment in the workplace.

Section IV—General data on incidence level of sexual harassment and detailed data on a specific critical incident of sexual harassment.

Section V—General data on the experiences of those who have been accused of sexually harassing others.

Section VI—Attitudinal and demographic information about respondents' work settings.

Section VII—Demographic information on the personal characteristics of respondents.

Respondents were asked to report their experiences within the 24-month period before receipt of the questionnaire—May 1978 to May 1980. The finite timeframe was chosen as a means of measuring the current extent of sexual harassment in the Federal Government and the period of two years was selected to obtain sufficient data on the duration of the sexual harassment incidents. Care was taken to avoid the use of emotion-laden language or labels, e.g., in most cases, the term "unwanted sexual attention" was used rather than the term "sexual harassment," and "sexually bothering" rather than "harassing."

The same questions were asked of all respondents; however, most of Section IV was only to be answered by those who had experienced sexual harassment within the 2-year period and Section V was only to be answered by those who had been accused of sexually bothering someone within the same 2-year period.

Selection and Design of the Sample

The sample employed was a disproportionately stratified random sample of civilian employees in the Executive branch of the Federal Government who were listed in the OPM Central Personnel Data File (CPDF), with the exception of those who:

(1) Were located at a work site outside the continental U.S., Alaska or Hawaii;
(2) Were military personnel;
(3) Were employed by the Federal Bureau of Investigation, the Federal Election Commission, U.S. Postal Service, Postal Rate Commission, National Security Agency, Central Intelligence Agency, Federal Reserve Board, White House Office, or Tennessee Valley Authority; or
(4) Were lacking legitimate values for any of the stratification variables—i.e., sex, minority status, salary, or organization.

Participants were limited to those in the continental United States because of time and budgetary constraints; military personnel and those employed in the U.S. Postal Service, other quasi-independent agencies or those organizations whose principal function concerns intelligence activities were excluded because they were not in the Executive branch or not under the blanket jurisdiction of the Merit Systems Protection Board; those for whom data on the stratification variables were unavailable were also excluded because including them would have biased the sample.

Following a common survey research practice, the sample was disproportionately stratified to deliberately include a higher than proportional number of women, minorities, higher graded persons and other relatively small subgroups. A "disproportionately stratified" sample is one in which certain categories of participants are selected to be in the sample in greater numbers than they occur in the general population. These categories of participants are intentionally oversampled to ensure adequate numbers for statistical analysis within each category. The sample is "random" in that, within a given category (or stratum), each member has an equal chance of being selected. A random sample enables the researcher to make predictions about the whole population based upon the sample.

The sample was stratified on the basis of the following four variables:

- Sex: (2 categories) male or female
- Minority status: (2 categories) minority or non-minority
- Salary: (5 categories) less than $11,000, at least $11,000 but less than $15,000, at least $15,000 but less than $20,000, at least $20,000 but less than $24,000, or at least $24,000.
- Organization: (3 categories) Department of Defense, a health care agency, and all other agencies.

The rationale for each of these stratification variables is explained as follows.

Sex—For the most part, sexual harassment has been viewed as an issue of primary interest to women and has portrayed women as the principal victims. Accordingly, it was anticipated that women, on average, would be more disposed to participate in the survey and would be the most likely source of case studies. With these considerations in mind, women were overrepresented to the extent that they comprised half of the sample while they constituted only one-third of the workforce.

Minority Status—This was used as a stratification variable for two reasons. First, sexual harassment was believed to be an abuse of power and that powerless people were more vulnerable to sexual harassment. Since minorities tend to hold positions of lesser power, it was believed that they might have experienced sexual harassment more often than non-minorities. Secondly, minorities have at times been inadequately represented in nation-wide polls. For these reasons, minorities comprised half the sample although they constitute only 20% of the workforce. A minority person was defined to be any one who was American Indian or Alaskan, Native Hispanic, Black, or Asian or Pacific Islander.

Annual Salary—This was utilized as a stratification variable because it was deemed to act as a proxy for authority and responsibility. Harkening back to the earlier theory of power and powerlessness, it was envisaged that those having lesser authority might be more vulnerable to sexual harassment. As such then, the sample was stratified on the basis of salary with equal representation from each category.

Organization—This was employed for stratification purposes to reflect function and structure. In that context, a military stratum (i.e., Army, Navy, and Air Force), a health care stratum (i.e., the Veterans Administration), and other agency stratum (i.e., all else—everything but the military and health care strata) were defined. This stratification scheme represented several thoughts. First, the military sector was deemed to subsume three similar organizations having approximately equal size and like managerial philosophies. Secondly, the health care stratum reflected inputs from a private study that suggested the likelihood of a high incidence rate in that sector. Thirdly, the "other agency" category constituted the more traditional but varied government functions. An equal number was selected from each of the three strata.

The sample was drawn by the Office of Personnel Management in March 1980 from its Central Personnel Data File (CPDF), circa 9/30/79, the most recently updated and verified version then available. The CPDF then contained 2,602,023 employees of which 1,920,212 qualified for possible inclusion in the sample. In turn the latter were stratified into 60 cells from which an equal number (670) of observations were randomly selected. The actual selection was based upon the least significant four digits of the social security number. The 60 cells reflected the stratification criteria.

Representativeness of the Sample

The following factors helped to ensure that the sample was representative of the whole Federal Executive Branch population:

- The sample was random and drawn from the entire population.
- The first stage where home addresses were sought was blind in that it did not reveal the subject matter and hence did not unintentionally include or exclude a disproportionate number of individuals who had specific views in the subject matter.
- The response rates for the questionnaire of the 60 stratification cells were similiar to the response rates received from the original solicitation for home address information.
- The sample was sufficiently large and the response rate sufficiently high that the odds are overwhelmingly against the occurrence of typical or unrepresentative findings.

Conduct of the Study

Questionnaires were mailed the end of May 1980, to 23,964 men and women employees of the Federal Government. Questionnaires were mailed to employees' homes to protect the identities of individual respondents and to ensure privacy in responding. Home addresses were obtained from a larger sample of employees who were asked to participate in an unspecified research project. Those who agreed to participate by providing home address information made up the sample of 23,964 who received questionnaires. A stratum or group number was included on each questionnaire to aid in weighting the data during the data analysis phase.

Accompanying each questionnaire was a cover letter from Patricia A. Mathis, Director, Merit Systems Review and Studies, which explained the purpose of the study, assured respondent anonymity, and urged participation.[1] A private marketing research firm, Market Facts, Inc., printed, distributed, collected and tabulated the responses. A postage paid return envelope and a numbered postcard to be mailed back separately from the questionnaire was sent to each member of the sample. The numbered postcard was used to cross names off the mailing list for the second wave of the questionnaire.

---

[1] See Appendix C.

To encourage participation, reminder postcards were sent to everyone in the sample approximately one week after the first mailing. In addition, a followup mailing to those who had not returned the numbered postcard was completed by June 26, 1980. An additional mailing to individuals who were late in providing home addresses was also made around that time. July 10, 1980, was established as the cutoff date and questionnaires received after that date were not included in the analysis of results.

Preparation of the Data

A total of 20,314 usable questionnaires were returned for an overall response rate of 84.8%. The response rates for the various strata in the sample ranged from a low of 67.6% for low-income minority men in the Veterans Administration to a high of 93.6% for medium low-income minority women in the Department of Defense. There were no serious gaps in the data; at least 177 usable questionnaries were returned in each stratum. In general, women (86%) were more likely to respond than men (81%), non-minorities (87%) more likely than minorities (80%), and those with higher incomes (87% to 86%) more likely to respond than those with lower incomes (79% to 82%). Since approximately 231 of the 20,314 returned questionnaires did not contain a stratum number for weighting purposes, 20,083 questionnaires—10,648 from women and 9,302 from men—were processed and analyzed. Of those respondents who returned usable questionnaires, 2,116 wrote a comment of some type on their booklets.

Responses were key punched, 100% verified and edited by the contractor according to MSRS research staff specifications. All data analysis was conducted by the MSRS research staff. Prior to analysis, the data were weighted to extrapolate from the sample results to the total Federal work force, that is, to expand the sample size to equal the population from which it was drawn. For example, 53% of the respondents in the actual sample were women, however after weighting, the figures reflected that 37% of those in the survey were women, a number much closer to the actual percentage in the workforce.

Sample respondents are weighted by the ratio of their sample stratum to the total stratum population. For example,

$$W = \frac{Nh}{nh} \text{ where}$$

Nh = total stratum population,
nh = sample stratum cases, and
W = weight.

In the sexual harassment study, 60 strata were used that respectively reflected income (5 categories), sex (2 categories), ethnicity (2 categories), and organization (3 categories). For example, the Veterans Administration (VA) was one of the trichotomous categories within the stratification variable representing organization. Within that variable were 20 different strata—i.e., 5 income categories, 2 gender categories, and 2 ethnicity categories. By utilizing the weights to expand the 20 strata, approximation for the VA's population resulted.

Weighting was used also to analyze non-stratification variables, such as job classification. This was possible since each stratum was completely random and all characteristics (however defined) were represented in prorata number.

Analysis of the Data

Questionnaire design and preliminary analysis of responses provided the bases of the analysis of the data. All of the data analyzed were weighted data, taken to be representative of the entire population of Federal employees. Since the possibilities for data analysis were virtually unlimited, the analysis in this study was restricted primarily to crosstabulations. Much of the analysis focused on the behavioral and situational differences between male and female victims for the various levels of severity of behavior.

Victims were classified on the basis of responses to two survey questions (17 and 20) which asked participants to define their unwanted sexual harassment. Much of the analysis in chapters 5, 6, and 7 were based on the responses to victims to Section IV of the questionnaire which asked them to describe one incident of sexual harassment in detail. Those who filled out this section were termed "narrators." For purposes of analysis, we presumed that the responses of narrators reflected those of victims as a whole. Further definitions and explanations of this and other terms are given in Appendix B.

In analyzing and presenting the data for this report, percentages and numbers were rounded in order to simplify the analysis. We were not able to include data from the State Department because the response was too small to consider the information from this group to be reliable.

Confidentiality and Anonymity of Participants

The confidentiality and anonymity of respondents were preserved throughout the conduct of the study. Names of participants were randomly selected by computer and processed by an outside contractor and subsequently destroyed. No member of the MSRS research team or any other Federal agency had access to the identity of the participants.

Participants were requested not to put their names on the questionnaire and no identifying numbers were placed on the questionnaire that could be traced to an individual participant. The same stratum or group number that were included on the questionnaire could be given to as many as 670 individuals. In addition, all answers were collapsed so that individual responses could not be identified.

When the data tape is released to the public after publication of the final report, even further steps will be taken to ensure that responses will never be able to be traced to an individual respondent from demographic data or other personal information.

Definitions of Terms

The following are definitions of commonly used terms that appear in this report. The text of survey questions asked can be found in Appendix C.

Sexual harassment/unwanted sexual attention—this is used interchangeably throughout the questionnaire.

Perpetrator/Harasser; Sexually Bother/Harrass—These terms are also used interchangeably to refer to the initiator of the sexual harassment and the action taken.

Victims/Nonvictims—Victims of sexual harassment were defined as those respondents who indicated in Question 17 of the questionnaire that they had experienced one or more forms of "sexual harassment" on the job during the previous 24 months. Those who did not so indicate on Question 17 were termed "nonvictims." Approximately 294,000 women and 168,000 men or a total of 462,000 Federal employees were victims. Approximately 400,000 women, 1,000,000 men or a total of 1,400,000 Federal employees were "nonvictims."

Narrators—Section IV of the questionnaire asked respondents, who had indicated in Question 17 that they had been "harassed," to answer questions 18 through 35 in terms of one particular incident of sexual harassment. This incident (termed the "critical incident") often involved more than one form of sexual harassment. Respondents who filled out this portion of the questionnaire including Question 20 were termed "narrators." Thus, "narrators" were a subset of "victims."

Approximately 225,500 women and 99,000 men or a total of 324,500 Federal employees, were "narrators." Comparing these figures to those for victims shows that 30% fewer employees (23% fewer women and 41% fewer men), who indicated by Question 17 that they were victims, chose to describe a "critical incident."

Supervisors/Nonsupervisors—Supervisors were defined as those who responded affirmatively to Question 58 that they were supervisors. Those who responded negatively were termed nonsupervisors.

Level of Severity of Sexual harassment—On the basis of preliminary analysis, sexual harassment experiences (identified by respondents in Question 17 or Question 20) were classified as "most severe," "severe", or "less severe." Unwanted behaviors making up those categories are as follows: "most severe"—actual or attempted rape or sexual assault; "severe"—letters, phone calls or materials of a sexual nature; pressure for sexual favors; and deliberate touching, leaning over, cornering or pinching; "less severe"—pressure for dates; sexually suggestive looks or gestures; and sexual teasing, jokes, remarks or questions.

These behaviors were divided into "severe" and "less severe" categories on the basis of agreement by respondents as to which behaviors constituted sexual harassment.[1]

The attitudes, experiences, and demographic characteristics of both victims and narrators were analyzed by these three levels of severity of experiences. When a respondent indicated having experienced harassment of more than one form, that respondent was counted in the category of greatest severity, e.g., if a victim reported experiencing both attempted or actual rape or sexual assault (most severe) and pressure for sexual favors (severe) the data was analyzed on the basis of the most severe experience.

Agency—The term "agency" refers to the major organization where the respondent worked. Question 55 contained responses for 17 specific agencies with large workforces, as well as a category of "other" for employees of agencies other than those listed. The category of "other Defense" includes such agencies as Office of the Secretary of Defense, Defense Mapping

---

[1] See Chapter 2 for a fuller discussion.

Short terms for types of sexual harassment used in the Questionnaire.

Short Term	Long Term
Actual or attempted rape or assault	Actual or attempted rape or sexual assaults
Pressure for sexual favors	Same
Deliberate touching	Deliberate touching, leaning over, cornering or pinching
Suggestive looks	Sexually suggestive looks or gestures
Letters and calls	Letters, phone calls or materials of a sexual nature
Pressure for dates	Same
Sexual remarks	Sexual teasing, jokes, remarks or questions

Agency and Defense Supply Agency. The Department of Health, Education and Welfare (HEW) was included as one of the 17 agencies, although shortly after the questionnaire was developed, HEW was abolished and two new agencies were formed: the Department of Health and Human Services and the Department of Education. Survey data is only available for HEW.

The following are definitions of other terms that appear in this report.

Geographical Location. The groupings of states into regions in Survey Question 56 parallel the Office of Personnel Management regions plus Washington, D.C. These regions are:

New England: Massachusetts, Vermont, New Hampshire, Maine, Connecticut;

New York: New York, New Jersey, Puerto Rico, Virgin Islands;

Mid-Atlantic: Philadelphia, Delaware, Maryland, Virginia, West Virginia;

Washington DC area: Metropolitan Washington, DC;

Southeast: Kentucky, Tennessee, North Carolina, South Carolina, Georgia, Alabama, Mississippi, Florida;

Upper Midwest: Michigan, Ohio, Indiana, Illinois, Wisconsin, Minnesota;

Midwest: Missouri, Iowa, Nebraska, Kansas;

Southwest: Texas, Arkansas, Oklahoma, New Mexico;

North Central: North Dakota, South Dakota, Montana, Wisconsin, Colorado, Utah;

Pacific: California, Nevada, Arizona, Hawaii;

Pacific Northwest: Washington, Oregon, Idaho, Alaska.

Informal action/Formal action—Informal action refers to actions taken by victims to make the harasser stop bothering them and which do not involve any of the formal institutional channels set up within the Federal Government for investigating or resolving complaints. Formal actions or remedies involve those formal institutional channels.

Immediate Work Group—This refers to the people with whom the respondents worked most closely on a day-to-day basis, i.e., coworkers.

Job Classification—The categories in Question 57 were developed as a result of pretesting, and included the categories of "Trainee", "Blue Collar/Service", "Office/Clerical", "Professional/Technical", "Administration/Management" and "Other." The category designated as "Other" was for those jobs which did not easily fit into any of the other designated categories such as law enforcement positions.

Level of Privacy in Work Space—This term refers to responses from Question 49 as to the level of privacy respondents had in their own workspaces. The categories are: "no work space", "open work space" (seen from all sides); "semi-open work space" (seen from 1, 2, or 3 sides (including cubicles); "semi-private" (sharing an office with a door that can be closed) and "private office" (private office with a door that can be closed).

Non-Traditional/Traditional Job—Respondents who are referred to as having "nontraditional" jobs are those who indicated in Question 52 that they are one of the first of their sex in their jobs, e.g., female airplane mechanics and attorneys or male secretaries and nurses. Those who did not so indicate on Question 52 were considered to hold "traditional" jobs.

Probationary Employees—Those respondents who are considered on probation are those who indicated in Question 45 that they had been a Federal employee for less than one year.

Race or Ethnic Background—The categories in Question 59 for respondent's race or ethnic background include: "American Indian or Alaskan Native", "Asian or Pacific Islander" "Black", "Hispanic", "White" and "Other". The "Other" category was for those of mixed races or ethnic backgrounds who felt that the designated categories were inappropriate. Those in the "White, not of Hispanic origin" category are also designated as "nonminorities" and all others are designated as "minorities."

Salary/Pay Grade—The annual salary levels of respondents were based on the group number or stratum number from the sampling plan that was affixed to every questionnaire. The categories for annual salary were as follows: low income (less than $11,000); medium low income ($11,000 to $14,999); medium ($15,000 to $19,999); medium high ($20,000 to $23,999) and high income ($24,000 and higher).

Also reported were pay grade (Question 54) and pay category or classification (Question 53). These terms refer to the pay classifications of Federal workers, e.g., GS-5 refers to a pay category which is in the General Schedule (GS) and at a grade level of 5 on a scale from 1 to 18. Most white-collar jobs are in the General Schedule pay classification. The pay grade designated as "Other" was for those who did not fit in the other pay grades, e.g. Executive Level IV.

Sexual Composition of Work Group—This is defined by Question 51 as the distribution of men and women among the people the respondents worked with during a normal work day. The categories of responses are arranged as follows: "all men," "predominately male" (more men than women), "equal numbers of men and women" "predominately female" (more women than men), and "all women."

Size of Work Group—This refers to the number of people in the respondent's immediate work group as shown in Question 48. The categories were: "small" (1-5 persons); "medium" (6-15 persons) ; "large" (16-25 persons) and "very large" (more than 25 persons).

Working Hours—This refers in Question 47 to whether respondents usually worked in the daytime or at some other time such as nighttime, weekends, frequent overtime, alternating shifts.

Work Schedule—This refers in Question 46 to whether a respondent is a permanent, full-time employee or is employed in some other capacity, such as part-time, seasonal, temporary, term, or consultant.

Appendix C

Survey Questionnaire and Cover Letters

MERIT SYSTEMS PROTECTION BOARD

Washington, D.C.

May 22, 1980

Dear Federal Co-worker:

Thank you for agreeing to participate in this survey. The Merit Systems Protection Board, a Federal agency created by the Civil Service Reform Act, has been asked by Congress to conduct the first scientific study of sexual harassment in the Federal workplace. This survey is intended to find out whether *uninvited* and *unwanted* sexual attention is a problem in the Federal Service, how different people feel about the behavior, and if it is a problem, what should be done about it. This is your opportunity to help establish the facts about the subject.

Your name was selected in a random drawing of 20,000 from the Federal workforce. In order to receive a wide range of opinions that truly represent the thoughts and experiences of Federal workers, it is extremely important that all people in the sample, *both men and women,* complete and return their booklets. We need answers from those who have not experienced unwanted sexual attention as well as from those who have. Likewise, we need answers from those who do *not* think a significant problem exists, as well as from those who do. Do not ask anyone else to fill out this booklet.

Your frank and honest answers to this booklet will be kept strictly confidential. Do not put your name anywhere on the booklet. All answers will be combined so that individual responses cannot be identified. Market Facts, Inc. is collecting and tabulating the responses for us. Since there is no identifying number on the booklet itself, a numbered postcard is enclosed. This should be mailed back *separately* from the booklet in order for your name to be crossed off the mailing list. Use the enclosed envelope addressed to Market Facts, Inc. to return the booklet.

The booklet has been mailed to your home address to allow you as much privacy as possible. It should take about 15 minutes to complete if you have not experienced an incident of sexual harassment and about 30 minutes if you have. We would appreciate your returning the completed booklet within *5 days*.

We strongly urge you to take advantage of the opportunity to participate in this landmark study. The overall findings will be presented to Congress this summer.

Sincerely,

Patricia A Mathis

Patricia A. Mathis
Director, Merit Systems
Review and Studies

MERIT SYSTEMS PROTECTION BOARD
Washington, D.C. 20419

June 26, 1980

Dear Federal Co-worker:

Recently you were asked to participate in the Merit Systems Protection Board's landmark study of sexual harassment in the Federal workplace. As of today, we have not received the numbered postcard which we asked you to return when you completed your questionnaire booklet. You should have received this booklet about three weeks ago. The Merit Systems Protection Board, a Federal agency created by the Civil Service Reform Act, has been asked by Congress to conduct this study in order to find out whether *uninvited* and *unwanted* sexual attention is a problem in the Federal Service.

I am writing to you again because of the significance each person's response has to the usefulness of this study. Your name was drawn through a scientific sampling process in which every Federal employee had approximately an equal chance of being selected. This means that only about one out of every 100 Federal employees is being asked to complete this booklet. In order to receive a wide range of opinions that truly represent the thoughts and experiences of Federal workers, it is extremely important that all persons in the sample, *both men and women,* complete and return their booklets. We need answers from all persons regardless of their opinions on the subject.

As we mentioned in the last letter, we have taken steps to assure you of complete confidentiality. All answers will be combined so that individual responses cannot be identified. An outside contractor, Market Facts, Inc., is collecting and tabulating the responses to the study.

In the event that your booklet has been misplaced, a replacement is enclosed. Again, this booklet has been mailed to your home address to allow you as much privacy as possible. **Do not complete this booklet if you already mailed the first one.** The booklet should take about 15 minutes to complete if you have not experienced an incident of sexual harassment and about 30 minutes if you have. The analysis of the study would be assisted greatly if you would mail your completed booklet within 5 days. A franked envelope addressed to Market Facts, Inc. is enclosed.

The overall findings from the study will be presented to Congress later this summer. Your cooperation is greatly appreciated.

Sincerely,

Patricia A Mathis

Patricia A. Mathis
Director, Merit Systems Review
and Studies

SEXUAL HARASSMENT IN THE FEDERAL WORKPLACE: IS IT A PROBLEM?

Merit Systems Protection Board
Job No 6374

Card 1
(1-5)

☐ 2 (6)

(7-10
open)

This is the first nationwide study of sexual harassment at the Federal workplace. The first and second sections of this booklet ask how you feel about relationships among people who work together. The third section asks your opinion of various remedies for sexual harassment. The fourth and fifth sections ask about your own experience with sexual harassment. The sixth section asks for general information about your workplace and the type of job you hold. The seventh section asks for information about you, such as your sex, age and education. If you left the Federal Government, please answer the questions in terms of your last Federal job.

We appreciate your taking the time to fill out this booklet.

SECTION I

People feel very differently about what should or shouldn't go on at work. We want your opinion about different kinds of sexual behavior that can happen at work.

1. How much do you agree or disagree with each statement below? **For each statement, please "X" the box which best describes your opinion.**

	How Much You Agree Or Disagree					
Statement	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	
a. I think it's all right for people to have sexual affairs with people they work with.	☐	☐	☐	☐	☐	(11)
b. Morale at work suffers when some employees seem to get ahead by using their sexuality.	☐	☐	☐	☐	☐	
c. Women in positions of power are just as likely as men in such positions to sexually bother the people who work for them.	☐	☐	☐	☐	☐	
d. There's nothing wrong when women use their sexuality to get ahead on the job.	☐	☐	☐	☐	☐	
e. Unwanted sexual attention on the job is something people should **not** have to put up with.	☐	☐	☐	☐	☐	
f. People who receive annoying sexual attention have usually asked for it.	☐	☐	☐	☐	☐	
g. People shouldn't be so quick to take offense when someone expresses a sexual interest in them.	☐	☐	☐	☐	☐	
h. Nearly all instances of unwanted sexual attention can be stopped if the person receiving the attention simply tells the other person to stop.	☐	☐	☐	☐	☐	(18)
i. I would call something sexual harassment even if the person doing it did not mean to be offensive.	☐	☐	☐	☐	☐	
j. When people say they've been sexually harassed, they're usually just trying to get the person they accuse into trouble.	☐	☐	☐	☐	☐	
k. There's nothing wrong when men use their sexuality to get ahead on the job.	☐	☐	☐	☐	☐	
l. Those who sexually bother others are usually seeking power over those they bother	☐	☐	☐	☐	☐	
m. The issue of sexual harassment has been exaggerated—most incidents are simply normal sexual attraction between people.	☐	☐	☐	☐	☐	
n. I think that women need their jobs as much as men do.	☐	☐	☐	☐	☐	(24)

MSPB
Job No 6374

SECTION II

This section asks how you feel about relationships among people who work together.

We would like to know what you would think if the following behaviors happened to you or someone else at work. **For each behavior listed below, please "X" ONE box for each question.** (25 open)

	Your Response To Behavior					
Behavior	**Definitely Not**	**Probably Not**	**Don't Know**	**Probably Yes**	**Definitely Yes**	
2. Uninvited pressure for sexual favors:						
a. If a **supervisor** did this, would this bother you?	☐	☐	☐	☐	☐	(26)
b. If a **supervisor** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
c. If **another worker** did this, would this bother you?	☐	☐	☐	☐	☐	
d. If **another worker** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
3. Uninvited and deliberate touching, leaning over, cornering, or pinching:						
a. If a **supervisor** did this, would this bother you?	☐	☐	☐	☐	☐	(30)
b. If a **supervisor** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
c. If **another worker** did this, would this bother you?	☐	☐	☐	☐	☐	
d. If **another worker** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
4. Uninvited sexually suggestive looks or gestures:						
a. If a **supervisor** did this, would this bother you?	☐	☐	☐	☐	☐	(34)
b. If a **supervisor** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
c. If **another worker** did this, would this bother you?	☐	☐	☐	☐	☐	
d. If **another worker** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
5. Uninvited letters, phone calls, or materials of a sexual nature:						
a. If a **supervisor** did this, would this bother you?	☐	☐	☐	☐	☐	(38)
b. If a **supervisor** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
c. If **another worker** did this, would this bother you?	☐	☐	☐	☐	☐	
d. If **another worker** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
6. Uninvited pressure for dates:						
a. If a **supervisor** did this, would this bother you?	☐	☐	☐	☐	☐	(42)
b. If a **supervisor** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
c. If **another worker** did this, would this bother you?	☐	☐	☐	☐	☐	
d. If **another worker** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	

Behavior	Your Response To Behavior Definitely Not	Probably Not	Don't Know	Probably Yes	Definitely Yes	
7. Uninvited sexual teasing, jokes, remarks, or questions:						
a. If a **supervisor** did this, would this bother you?	☐	☐	☐	☐	☐	(46)
b. If a **supervisor** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	
c. If **another worker** did this, would this bother you?	☐	☐	☐	☐	☐	
d. If **another worker** did this, would you consider this sexual harassment?	☐	☐	☐	☐	☐	

8. If you have also worked outside of the Federal Government, would you say that there is **more** or **less** unwanted sexual attention in non-Federal jobs? **Please "X" ONE box.** (50 open)

I have never held a non-Federal job. ☐ 1
There is more in non-Federal jobs. ☐ 2 (51)
There is about the same amount in both non-Federal jobs and Federal jobs. ☐ 3
There is less in non-Federal jobs. ☐ 4
I don't know. ☐ 5

9. **Have you ever left, considered leaving, or lost a Federal job because someone was bothering you sexually? Please "X" ALL the boxes that apply.**

No. ☐ 1
Yes, I left a Federal job. ☐ 2
Yes, I considered leaving a Federal job. ☐ 3 (52)
Yes, I lost a Federal job. ☐ 4

SECTION III

In this section, we would like your views on what actions would be useful in reducing sexual harassment in the workplace.

10. **In most cases, which of the following do you think are the most effective actions for employees to take to make others stop bothering them sexually? Please "X" ALL the boxes that apply.**

Ignoring the behavior ☐ 1
Avoiding the person(s) ☐ 2
Asking or telling the person(s) to stop ☐ 3 (53-54)
Threatening to tell or telling other workers ☐ 4
Reporting the behavior to the supervisor or other officials ☐ 5
Filing a formal complaint ☐ 6
There is very little that employees can do to make others stop bothering them sexually ☐ 7
None of the above ☐ 8

11. Which of the following do you think are the most effective actions for an organization's **management** to take regarding sexual harassment? **Please "X" ALL the boxes that apply.**

Establish and publicize policies which prohibit sexual harassment.	☐ 1	
Conduct swift and thorough investigations of complaints of sexual harassment.	☐ 2	
Enforce penalties against managers who knowingly allow this behavior to continue.	☐ 3	
Enforce penalties against those who sexually bother others.	☐ 4	
Publicize the availability of formal complaint channels.	☐ 5	(55-56)
Establish a special counseling service for those who experience sexual harassment.	☐ 6	
Provide awareness training for employees on sexual harassment.	☐ 7	
Provide training for managers and EEO officials on their responsibilities for decreasing sexual harassment.	☐ 8	
There is very little that management can do to reduce sexual harassment on the job.	☐ 9	
None of the above.	☐ −1	

We want to know whether you think the following possible formal actions are available to those who have been sexually bothered by others and if the actions would be effective in helping those employees. **For each action listed below, please "X" ONE box for each question.**

	How Available Or Effective Action Would Be					
Actions	Definitely Not	Probably Not	Don't Know	Probably Yes	Definitely Yes	
12. Requesting an investigation by my organization.						
a. Is this remedy **available** to employees where you work?	☐	☐	☐	☐	☐	(57)
b. Would this be **effective** in helping these employees?	☐	☐	☐	☐	☐	
13. Requesting an investigation by an outside agency.						
a. Is this remedy **available** to employees where you work?	☐	☐	☐	☐	☐	
b. Would this be **effective** in helping these employees?	☐	☐	☐	☐	☐	
14. Filing a grievance or adverse action appeal.						
a. Is this remedy **available** to employees where you work?	☐	☐	☐	☐	☐	(61)
b. Would this be **effective** in helping these employees?	☐	☐	☐	☐	☐	
15. Filing a discrimination complaint.						
a. Is this remedy **available** to employees where you work?	☐	☐	☐	☐	☐	
b. Would this be **effective** in helping these employees?	☐	☐	☐	☐	☐	
16. Filing a complaint through special channels set up for sexual harassment complaints.						
a. Is this remedy **available** to employees where you work?	☐	☐	☐	☐	☐	
b. Would this be **effective** in helping these employees?	☐	☐	☐	☐	☐	(66)

MSPB
Job No. 6374

SECTION IV

This Section asks about any experience you may have had with uninvited and unwanted sexual attention on the job from persons of either sex.

17. Have you received any of the following uninvited sexual attention during the last 24 months from someone where you work in the Federal Government? **Please "X" ONE box for each item.**

	Frequency in Last 24 Months					
Uninvited Sexual Attention	Never	Once	Once a Month or Less	2-4 times a Month	Once a Week or More	
a. Actual or attempted rape or sexual assault.	☐	☐	☐	☐	☐	(67)
b. **Unwanted** pressure for sexual favors.	☐	☐	☐	☐	☐	
c. **Unwanted** deliberate touching, leaning over, cornering, or pinching.	☐	☐	☐	☐	☐	
d. **Unwanted** sexually suggestive looks or gestures.	☐	☐	☐	☐	☐	
e. **Unwanted** letters, phone calls, or materials of a sexual nature.	☐	☐	☐	☐	☐	
f. **Unwanted** pressure for dates.	☐	☐	☐	☐	☐	(73)
g. **Unwanted** sexual teasing, jokes, remarks, or questions.	☐	☐	☐	☐	☐	

If you have not received any uninvited sexual attention within the last 24 months, then skip to Section V, question 36, on page 8. (74-79 open)

If uninvited and unwanted sexual attention has happened to you in the Federal Government within the last 24 months, select **one** experience that is either **most recent** or that had the **greatest effect** on you and answer the questions in this Section in terms of that experience. Please fill out these questions even if you handled the situation yourself.

☐1 80
Card 2
Dup 1-5

18. Is the experience you are about to describe the most recent one, or is it the one which had the greatest effect on you? **Please "X" ALL the boxes that apply.**

This was my only experience. ☐1
This was my most recent experience. ☐2
This was the experience that had the greatest effect on me. ☐3 (6)
This experience is still continuing. ☐4

19. Did this experience take place where you now work or on a different Federal job? **Please "X" ONE box.**

This experience took place on the job where I now work. ☐1 (7)
This experience took place on a different job in the Federal Government. ☐2

20. During any particular experience, a person may receive more than one kind of unwanted sexual attention. During the experience you describe here, which of the following happened to you? **Please "X" ALL the boxes that apply.**

Actual or attempted rape or sexual assault ☐1
Unwanted pressure for sexual favors ☐2
Unwanted and deliberate touching, leaning over, cornering, or pinching ☐3
Unwanted sexually suggestive looks or gestures ☐4 (8-9)
Unwanted letters, phone calls, or materials of a sexual nature ☐5
Unwanted pressure for dates ☐6
Unwanted sexual teasing, jokes, remarks, or questions ☐7

21. How often did the unwanted sexual attention occur? **Please "X" ONE box.**

Once ☐1
Once a month or less ☐2
2-4 times a month ☐3
Every few days ☐4 (10)
Every day ☐5

22. How long did this unwanted sexual attention last? **Please "X" ONE box.**

Less than one week ☐1
Several weeks ☐2
One to six months ☐3 (11)
More than six months ☐4

23a. How did you respond to this unwanted sexual attention? **Please "X" ALL the boxes that apply.**

23b. For each action that you took, what effect did it have? **Please "X" ONE box for each action that you took.**

Action	(12-13)		Effect of Response Made Things Worse	 Made No Difference	 Made Things Better	
I ignored the behavior or did nothing.	☐ 1	→	☐	☐	☐	(14)
I avoided the person(s).	☐ 2	→	☐	☐	☐	
I asked or told the person(s) to stop.	☐ 3	→	☐	☐	☐	
I threatened to tell or told other workers.	☐ 4	→	☐	☐	☐	
I reported behavior to supervisor or other officials.	☐ 5	→	☐	☐	☐	
I made a joke of the behavior.	☐ 6	→	☐	☐	☐	
I went along with the behavior.	☐ 7	→	☐	☐	☐	
I transferred, disciplined or gave a poor performance rating to the person.	☐ 8	→	☐	☐	☐	
I did something other than actions listed above.	☐ 9	→	☐	☐	☐	(22)

(23 open)

24. Did you think that any of the following would happen to you if you did **not** go along with the unwanted sexual attention? **Please "X" ALL the boxes that apply.**

My working assignments or conditions would get worse.	☐ 1	(24)
The person(s) or other workers would be unpleasant or would embarrass me.	☐ 2	
I would be unable to get a promotion, step increase, good rating, or reference.	☐ 3	
I would lose my job.	☐ 4	
I did not think anything would happen.	☐ 5	

25. Did you think that any of the following would happen if you went along with the unwanted sexual attention? **Please "X" ALL the boxes that apply.**

My working assignments or conditions would get better.	☐ 1	(25)
The person(s) would become more pleasant.	☐ 2	
I would get a promotion, step increase, good rating, or reference.	☐ 3	
I would get a better job.	☐ 4	
I did not think anything would happen.	☐ 5	

26. Did any of the following changes happen in your work situation as a result of this unwanted sexual attention? **Please "X" ALL the boxes that apply.**

My working assignments or conditions got worse.	☐ 1	(26-27)
I was denied a promotion, step increase, good performance rating, or reference.	☐ 2	
I was reassigned or fired.	☐ 3	
I transferred or quit to take another job.	☐ 4	
I quit without having another job.	☐ 5	
My working assignments or conditions got better.	☐ 6	
I received a promotion, step increase, good performance rating, or reference.	☐ 7	
No changes happened in my work situation.	☐ 8	

27a. Did you talk about this with anyone? **Please "X" ONE box.**

No ☐ 1 → **Then skip to question 28a** (28)

Yes ☐ 2

27b. Did you talk with any of the following? **Please "X" ALL the boxes that apply.**

27c. For each individual or group that you talked with, did it make a difference? **Please "X" ONE box for each group talked to.**

People Talked To	(29-30)	**Difference Talk Made**			
		Made Things Worse	**Made No Difference**	**Made Things Better**	
Other workers	☐ 1 →	☐	☐	☐	(31)
My supervisor(s) or other officials	☐ 2 →	☐	☐	☐	
Personnel office	☐ 3 →	☐	☐	☐	
Equal Employment Opportunity Official (EEO Counselor, Federal Women's Program manager, etc.)	☐ 4 →	☐	☐	☐	
Outside contact (lawyer, civil rights group, Congress, other agency, etc.)	☐ 5 →	☐	☐	☐	
Union	☐ 6 →	☐	☐	☐	
Friends, relatives	☐ 7 →	☐	☐	☐	
None of the above	☐ 8 →	☐	☐	☐	(38)

28a. Did you take any formal actions? **Please "X" ONE box.**

No ☐ 1 → **Then skip to question 30**

Yes ☐ 2

(39)

28b. What formal actions did you take? **Please "X" ALL the boxes that apply.**

28c. For each action that you took, did it make a difference? **Please "X" ONE box for each action that applies.**

Formal Action	(40)	**Difference Formal Action Made**			
		Made Things Worse	**Made No Difference**	**Made Things Better**	
I requested an investigation by my organization.	☐ 1 →	☐	☐	☐	(41)
I requested an investigation by an outside agency.	☐ 2 →	☐	☐	☐	
I filed a grievance or adverse action appeal.	☐ 3 →	☐	☐	☐	
I filed a discrimination complaint or lawsuit.	☐ 4 →	☐	☐	☐	
None of the above.	☐ 5 →	☐	☐	☐	(45)

29. How did your organization's management respond to the action you took? **Please "X" ALL the boxes that apply.**

Found my charge to be true.	☐ 1	(46-47)
Found my charge to be false.	☐ 2	
Corrected the damage done to me.	☐ 3	
Took action against the person who bothered me.	☐ 4	
Were hostile or took action against me.	☐ 5	
Did nothing.	☐ 6	
The action is still being processed.	☐ 7	
I don't know whether management did anything.	☐ 8	

30. What were your reasons for not taking any formal actions? **Please "X" ALL the boxes that apply.**

I did take formal actions.	☐ 1 → **Then skip to question 31**	
I did not know what actions to take.	☐ 2	(48-49)
I saw no need to report it.	☐ 3	
I did not want to hurt the person who bothered me.	☐ 4	
I was too embarassed.	☐ 5	
I did not think anything would be done.	☐ 6	
I thought it would take too much time and effort.	☐ 7	
I thought it would be held against me or that I would be blamed.	☐ 8	
I thought it would make my work situation unpleasant.	☐ 9	

31a. How did the unwanted sexual attention affect you? **For each statement listed below, please "X" the box which best describes how you were affected.**

Statement	How You Were Affected Became Worse	Had No Effect	Became Better	
a. My feelings about work	☐	☐	☐	(50)
b. My emotional or physical condition	☐	☐	☐	
c. My ability to work with others on the job	☐	☐	☐	
d. The quality of my work	☐	☐	☐	
e. The quantity of my work	☐	☐	☐	
f. My time and attendance at work	☐	☐	☐	(55)

31b. How did the unwanted sexual attention affect others in your immediate work group, that is, the people you worked with on a day-to-day basis? **For each statement listed below, please "X" the box which best describes how others were affected.**

Statements	How Others Were Affected Became Worse	Had No Effect	Became Better	Not Sure	
a. Morale of the immediate work group	☐	☐	☐	☐	(56)
b. Productivity of the immediate work group	☐	☐	☐	☐	(57)

32. Please describe the person(s) who sexually bothered you. **Please "X" ONE box for each line.**

a. SEX

Male ☐ 1 Female ☐ 2 Two or more males ☐ 3 Two or more females ☐ 4 Both males and females ☐ 5 Unknown ☐ 6 (58)

b. AGE

Older than you ☐ 1 Same age as you ☐ 2 Younger than you ☐ 3 Various ages ☐ 4 Unknown ☐ 6 (59)

c. ETHNIC STATUS

Same as you ☐ 1 Different race than you ☐ 2 Some the same and some different ☐ 3 Unknown ☐ 6 (60)

d. MARITAL STATUS

Married ☐ 1 Single ☐ 2 Divorced, separated, widowed ☐ 3 Both married and not married ☐ 4 Unknown ☐ 6 (61)

33. Was the person(s) who sexually bothered you: **Please "X" ALL the boxes that apply.**

Your immediate supervisor(s)	☐ 1	Your subordinate(s)	☐ 4	(62)
Other higher level supervisor(s)	☐ 2	Other employee(s)	☐ 5	
Your co-worker(s)	☐ 3	Other or unknown	☐ 6	

34. Do you know whether the person(s) has (have) sexually bothered others at work? **Please "X" ONE box.**

No, this person has not sexually bothered others at work. ☐ 1 (63)
I don't know. ☐ 2
Yes, this person has sexually bothered others at work. ☐ 3

35. At the time of this experience, how much did you need this job? **Please "X" ONE box.**

Not at all	☐ 1	Quite a bit	☐ 4	(64)
A little	☐ 2	A great deal	☐ 5	
Some	☐ 3			

This ends the questions about this particular experience. Please continue.

SECTION V

We are also interested in knowing whether you have been accused of sexually bothering someone else within the last 24 months.

36. Has anyone said that you were sexually bothering them within the last 24 months? **Please "X" ONE box.**

No. ☐ 1 → **Then skip to Section VI, question 44, on page 10** (65)
I don't know. ☐ 2
Yes. ☐ 3

If you have been accused of sexually bothering someone within the last 24 months, select **one** experience that is either the **most recent** or had the **greatest effect** on you and answer the questions in this Section in terms of that experience.

37. Did you think that the charge was fair? **Please "X" ONE box.** (66)

No ☐ 1
Not sure ☐ 2 ⎤
Yes ☐ 3 ⎦→ **Then skip to question 39**

38. Why do you think it was unfair? **Please "X" ALL the boxes that apply.** (67)

There was nothing wrong with what I did. ☐ 1
The person who accused me misunderstood my motives. ☐ 2
The person who accused me wanted to create trouble. ☐ 3
My organization's management found the charge to be false. ☐ 4

39. Please describe the person who accused you. **Please "X" ONE box for each line.**

a. SEX
A male ☐ 1 A female ☐ 2 (68)

b. AGE
Older than you ☐ 1 Same age as you ☐ 2 Younger than you ☐ 3 (69)

c. ETHNIC IDENTIFICATION
Same race as you ☐ 1 Different race than you ☐ 2 (70)

d. MARITAL STATUS
Married ☐ 1 Single ☐ 2 Divorced, separated, widowed ☐ 3 (71)

40. Was the person who accused you: **Please "X" ONE box.** (72)

Your immediate supervisor ☐ 1
Other higher level supervisor ☐ 2
Your co-worker ☐ 3
Your subordinate ☐ 4
Other employee ☐ 5
Other or unknown ☐ 6

(73-79 open)
2 80
Card 3
Dup 1-5

41. Were any formal actions taken by the person who accused you? **Please "X" ONE box.** (6)

No. ☐ 1
I don't know. ☐ 2
Yes. ☐ 3

42. Do you know whether this person has accused others at work? **Please "X" ONE box.** (7)

No, this person has not accused others at work. ☐ 1
I don't know. ☐ 2
Yes, this person has accused others at work. ☐ 3

43. Was your work productivity affected as a result of this experience? **Please "X" ONE box.** (8)

Became worse ☐ 1
Had no effect ☐ 2
Became better ☐ 3

This ends the questions about this particular experience. Please continue.

SECTION VI

This section asks about your work setting. If you completed Section IV on page 5 (if you received unwanted sexual attention) or Section V on page 8 (if you were accused of bothering someone sexually), please answer these questions in terms of the job where that occurred. If you did not complete Sections IV or V, please answer these questions in terms of your present job.

44. Below are a series of statements that may or may not generally describe your immediate work group, that is, the people with whom you work(ed) most closely on a day-to-day basis. How much do you agree or disagree with each statement? **For each statement, please "X" the box which best describes your opinion.**

	How Much You Agree or Disagree					
Statement	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	
a. I feel (felt) free to bring up general work-related concerns or suggestions to my immediate supervisor.	☐	☐	☐	☐	☐	(9)
b. I feel (felt) that my supervisor would correct general work-related concerns or suggestions if possible.	☐	☐	☐	☐	☐	
c. Where I work(ed), I feel (felt) I am (was) expected to flirt.	☐	☐	☐	☐	☐	
d. Where I work(ed), I feel (felt) I am (was) expected to make sexual comments about the opposite sex.	☐	☐	☐	☐	☐	
e. Uninvited and unwanted sexual attention is (was) a problem for employees where I work(ed).	☐	☐	☐	☐	☐	
f. Where I work(ed), employees use(d) their sexual favors for advancement on the job.	☐	☐	☐	☐	☐	
g. My organization makes (made) every effort to stop unwanted sexual attention among its employees.	☐	☐	☐	☐	☐	(15)

The following questions ask you about your job.

45. How long have (had) you been a Federal employee? **Please "X" ONE box.**

Less than one year	☐1	(16)
One year or more	☐2	

46. What is (was) your work schedule? **Please "X" ONE box.**

Permanent, full-time	☐1	(17)
Other (part-time, seasonal, temporary, term, consultant)	☐2	

47. What are (were) your usual working hours? **Please "X" ONE box.**

Daytime	☐1	(18)
Other (nighttime, weekends, frequent overtime, alternating shifts)	☐2	

48. How many people are (were) in your immediate work group? **Please "X" ONE box.**

1-5 persons	☐1	16-25 persons	☐3	(19)
6-15 persons	☐2	More than 25 persons	☐4	

49. Do (did) you have a work space you could call your own? **Please "X" ONE box.**

No	☐1	(20)
Yes, seen from all four sides	☐2	
Yes, seen from 1, 2, or 3 sides (including cubicles)	☐3	
Yes, a semi-private office with a door that can be closed	☐4	
Yes, a private office with a door that can be closed	☐5	

50. **Is (was) your immediate supervisor: Please "X" ONE box.**

Male ☐ 1
Female ☐ 2 (21)
I have more than one supervisor and they are male and female ☐ 3

51. **Are (were) the people you work(ed) with during a normal work day: Please "X" ONE box.**

All men ☐ 1
More men than women ☐ 2
Equal numbers of men and women ☐ 3
More women than men ☐ 4
All women ☐ 5 (22)

52. **Recently, women have been taking jobs that mostly men did in the past and men have been starting to move into jobs held mostly by women. There are now female airplane mechanics and attorneys and male secretaries and nurses. Are (were) you one of the first of your sex in your job? Please "X" ONE box.**

No ☐ 1 (23)
Yes ☐ 2

53. **What is (was) your pay category or classification? Please "X" ONE box.**

General schedule and similar (GS, GG, GW) ☐ 1
Wage system (WG, WS, WL, WD, WN, etc.) ☐ 2 (24)
Executive (ST, EX, ES, etc.) ☐ 3
Other ☐ 4

54. **What is (was) your pay grade? For example GS-5, WG-9. Please "X" ONE box.**

1-4 ☐ 1
5-8 ☐ 2
9-12 ☐ 3
13-15 ☐ 4
15 and over (or SES) ☐ 5
Ungraded ☐ 6
Other ☐ 7 (25)

55. **In which agency do (did) you work? Please "X" ONE box.**

Agriculture ☐ 1
Air Force ☐ 2
Army ☐ 3
Commerce ☐ 4
Energy ☐ 5

General Services Administration ☐ 6
Health, Education, Welfare ☐ 7
Housing and Urban Development ☐ 8
Interior ☐ 9

Justice ☐—1 (26-28)
Labor ☐—2
Navy, Marine Corps ☐—3
State ☐—4
Transportation ☐—5

Treasury ☐—6
Veterans Administration ☐—7
All other Defense agencies ☐—8
Other ☐—9

56. **Where is (was) your job located? Please "X" ONE box.**

Massachusetts, Vermont, New Hampshire, Maine, Connecticut, Rhode Island ☐ 1 (29-30)
New York, New Jersey, Puerto Rico, Virgin Islands ☐ 2
Pennsylvania, Delaware, Maryland, Virginia, West Virginia ☐ 3
Washington, D.C. area ☐ 4
Kentucky, Tennessee, North Carolina, South Carolina, Georgia, Alabama, Mississippi, Florida ☐ 5
Michigan, Ohio, Indiana, Illinois, Wisconsin, Minnesota ☐ 6
Missouri, Iowa, Nebraska, Kansas ☐ 7
Texas, Arkansas, Louisiana, Oklahoma, New Mexico ☐ 8
North Dakota, South Dakota, Montana, Wyoming, Colorado, Utah ☐ 9
California, Nevada, Arizona, Hawaii ☐—1
Washington, Oregon, Idaho, Alaska ☐—2

57. **How would you describe your job? Please "X" ONE box.**

Trainee ☐ 1
Blue collar/Service ☐ 2
Office/Clerical ☐ 3
Professional, Technical ☐ 4 (31)
Administration, Management ☐ 5
Other ☐ 6

58. Are (were) you a supervisor who gives (gave) performance ratings to other employees? **Please "X" ONE box.**

No ☐ 1
Yes ☐ 2 (32)

SECTION VII

This Section asks for information we need to help us with the statistical analysis of the survey.

59. What is your race? **Please "X" ONE box.**

American Indian or Alaskan Native ☐ 1
Asian or Pacific Islander ☐ 2
Black; not of Hispanic origin ☐ 3
Hispanic ☐ 4
White, not of Hispanic origin ☐ 5
Other ☐ 6 (33)

60. What is the highest level of education you have completed? **Please "X" ONE box.**

Less than high school diploma ☐ 1 (34-35)
High school diploma or GED (Graduate Equivalency Degree) ☐ 2
High school diploma plus technical training or apprenticeship ☐ 3
Some college ☐ 4
Graduated from college (B.A., B.S., or other bachelor's degree) ☐ 5
Some graduate school ☐ 6
Graduate or professional degree ☐ 7

61. What is your age? **Please "X" ONE box.**

16–19 ☐ 1
20–24 ☐ 2
25–34 ☐ 3
35–44 ☐ 4
45–54 ☐ 5
55 or older ☐ 6 (36)

62. What is your marital status? **Please "X" ONE box.**

Single ☐ 1
Married ☐ 2
Divorced or Separated ☐ 3
Widowed ☐ 4 (37)

63. What is your sex? **Please "X" ONE box.** (38)

(39-42)
(43-79)
open

Male ☐ 1
Female ☐ 2

3 80

This completes the questionnaire. If you have any other comments, please write them here. We appreciate your help in taking the time to answer these questions. Please use the enclosed envelope to return your completed questionnaire

The number to the right is a group number which will help us with the statistical analysis. This number will never be connected to you individually since many other people have the same number. Again, thank you very much for your help

Appendix D

Additional Statistical Analyses

This Appendix provides additional statistical information to supplement the data provided in the text of this report. The first set of tables and figures provides back-up information to the tables and figures that appear in Chapters 2 to 8 and are numbered according to the table or figure supplemented. The second set of tables and figures provides additional information on data for which no table or chart appears in Chapters 2 to 8 and are numbered consecutively in this appendix. In addition, note that the number of respondents in the various tables and figures in this appendix may vary from question to question.

Back-up Statistical Information

Back-up Tables

Back-up Table 2-1

Sexual Attitudes
(Question No. 1)

These are the opinions that Federal workers have expressed about different kinds of sexual behavior that can happen at work. Percentages are of Federal workers--men, women, supervisors, nonsupervisors, victims and nonvictims--who **disagreed** with the following statements.

	RESPONDENTS					
Definition of Sexual Harassment:	Women	Men	Supervisors	Nonsupervisors	Victims	Nonvictims
(i) I would call something sexual harassment even if the person doing it did not mean to be offensive.	62%	59%	59%	61%	59%	61%
(g) People shouldn't be so quick to take offense when someone expresses a sexual interest in them.	50%	37%	43%	41%	43%	41%
Sexual Activity In The Office:						
(b) Morale at work suffers when some employees seem to get ahead by using their sexuality.	4%	5%	4%	5%	4%	5%
(d) There's nothing wrong when women use their sexuality to get ahead on the job.	94%	93%	93%	94%	94%	94%
(k) There's nothing wrong when men use their sexuality to get ahead on the job.	94%	93%	94%	93%	94%	93%
(a) I think it's all right for people to have sexual affairs with people they work with.	68%	60%	68%	62%	62%	64%
Responsibility Of Victims For Their Own Harassment:						
(j) When people say they've been sexually harassed, they're usually trying to get the person they accuse into trouble.	78%	62%	66%	69%	77%	65%
(f) People who receive annoying sexual attention have usually asked for it.	71%	55%	57%	62%	70%	58%
(m) The issue of sexual harassment has been exaggerated--most incidents are simply normal sexual attraction between people	56%	34%	36%	44%	56%	38%
Policy Implications:						
(e) Unwanted sexual attention on the job is something people should not have to put up with.	2%	3%	2%	3%	3%	3%

Note: Percentages are based on "Disagree" and "Strongly Disagree" responses to statements.

Back-up Table 4-2
Incidence Rate of Sexual Harassment In Each Agency

Number of Federal Employees in Different Agencies Who Experienced Sexual Harassment (Question 55)

Female Victims

Agency 1/	Most Severe	Severe	Less Severe	Total Victims	Total Female Federal Employees
Department of Labor	140	3,800	620	4,600	8,100
Department of Transportation	100	6,300	1,200	7,700	14,000
Department of Justice	430	3,900	1,900	6,300	11,900
All other Department of Defense Agencies 2/	880	11,600	3,300	15,700	31,600
All other Agencies 2/	570	14,900	8,100	23,600	49,400
Department of Housing and Urban Development	60	2,000	1,200	3,200	6,800
Department of the Air Force	480	21,100	7,700	29,300	63,100
Veterans Administration	1,600	33,500	12,300	47,400	102,600
Department of the Navy, including the Marine Corps	1,400	17,700	7,100	26,100	58,000
Department of the Interior	200	7,000	3,100	10,300	24,800
Department of the Army	940	27,700	8,000	36,600	90,200
Department of Commerce	50	3,900	3,800	7,700	19,400
Department of Energy	100	2,100	770	3,000	7,900
Department of Treasury	0	13,300	8,800	22,100	60,100
Department of Health, Education, and Welfare 3/	1,000	20,200	7,200	28,500	81,600
General Services Administration	0	3,000	1,800	4,800	13,800
Department of Agriculture	770	6,800	4,100	11,700	37,900

Male Victims

Agency 1/	Most Severe	Severe	Less Severe	Total Victims	Total Male Federal Employees
Department of Health, Education, and Welfare 3/	350	7,400	5,000	12,700	57,300
Veterans Administration	440	13,200	7,900	21,600	98,600
Department of Justice	50	1,800	1,000	2,900	18,300
Department of Housing and Urban Development	0	920	360	1,300	8,000
General Services Administration	0	1,900	1,600	3,500	21,400
Department of the Army	630	15,800	9,200	25,600	172,600
Department of Treasury	100	5,700	3,400	9,200	65,000
Department of the Interior	50	3,500	4,100	7,700	55,900
Department of Energy	0	810	720	1,500	11,200
Department of the Navy, including the Marine Corps	500	13,300	7,400	21,200	157,100
All other Department of Defense Agencies 2/	0	4,600	4,400	9,000	69,900
Department of the Air Force	170	12,400	5,000	17,500	141,200
Department of Agriculture	180	6,700	5,300	12,200	98,800
Department of Commerce	230	470	1,300	2,000	16,300
All other Agencies 2/	200	3,800	3,800	7,800	75,000
Department of Labor	160	1,200	350	1,700	16,000
Department of Transportation	0	2,500	2,100	4,700	53,700

NOTE: All figures for each agency may not add up due to rounding.

1/ Ranked in order of highest percentage of sexual harassment among all female victims
2/ See Appendix B for explanation
3/ The Department of Health, Education and Welfare was abolished and two new agencies of Health and Human Services and the Department of Education) were formed in May 1980.

Back-up Table 4-3

Perceptions of Work Environment

These are statements used to describe the general work setting in the immediate work group. Percentages are of Federal workers who **agreed** or **disagreed** with the following statements. (Question 44)

	Respondents			
	Female		Male	
General Relations with Supervisors	Victims	Nonvictims	Victims	Nonvictims
a. Agreed with: I feel free to bring up general work-related concerns or suggestions to my immediate supervisor.	76%	90%	81%	91%
b. Agreed with: I feel that my supervisor would correct general work-related concerns or suggestions if possible.	69%	84%	71%	83%
Level of Sexual Activitiy				
c. Disagreed with: Where I work, I feel I am expected to flirt.	78%	95%	77%	90%
d. Disagreed with: Where I work, I feel I am expected to make sexual comments about the opposite sex.	82%	96%	72%	88%
e. Disagreed with: Uninvited and unwanted sexual attention is a problem for employees where I work.	53%	87%	60%	84%
f. Disagreed with: Where I work, employees use their sexual favors for advancement on the job.	45%	69%	49%	71%
g. Agreed with: My organization makes every effort to stop unwanted sexual attention among its employees.	24%	37%	32%	42%

Note: Percentages are based on "Agree" and "Strongly Agree" or "Disagree" and "Strongly Disagree" responses to statements.

Back-up Figure 3-3
Numbers of Female and Male Federal Employees Who Experienced Each Form of Sexual Harassment (Question 17)

	WOMEN	MEN
Sexual remarks	229,800	116,600
Suggestive looks	191,200	92,100
Deliberate touching	182,000	75,300
Pressure for dates	103,200	34,100
Pressure for sexual favors	63,900	27,800
Letters or calls	60,300	35,900
Actual or attempted rape or assault	9,000	3,200
TOTAL - employee respondents	688,100	1,156,800

Back-up Figure 3-4
Numbers and Percentage of Female and Male Victims of each form of harassment who experienced that form of sexual harassment more than once (Question 17)

	ONCE		ONCE A MONTH OR LESS		TWO-FOUR TIMES A MONTH		ONCE A WEEK OR MORE	
	Women	Men	Women	Men	Women	Men	Women	Men
Sexual remarks	52,400 (23%)	33,500 (29%)	87,000 (38%)	48,400 (42%)	41,700 (18%)	15,900 (14%)	48,700 (21%)	18,800 (16%)
Suggestive looks	50,600 (27%)	36,200 (39%)	70,900 (37%)	34,000 (37%)	32,300 (17%)	11,100 (12%)	37,400 (20%)	10,700 (12%)
Deliberate touching	69,400 (38%)	34,200 (46%)	63,600 (35%)	25,900 (34%)	24,200 (13%)	8,600 (12%)	24,900 (14%)	6,600 (9%)
Pressure for dates	46,300 (45%)	18,700 (55%)	33,100 (32%)	10,800 (32%)	13,200 (13%)	3,200 (9%)	10,600 (10%)	1,400 (4%)
Pressure for sexual favors	30,800 (48%)	16,600 (60%)	15,900 (25%)	7,500 (27%)	8,900 (14%)	2,500 (9%)	8,200 (13%)	1,200 (4%)
Letters or calls	34,700 (58%)	22,300 (62%)	16,300 (27%)	10,500 (29%)	5,100 (8%)	2,300 (6%)	4,200 (7%)	800 (2%)
Actual or attempted rape or assault	7,200 (44%)	1,400 (80%)	800 (8%)	1,100 (36%)	400 (5%)	400 (14%)	600 (7%)	200 (7%)

Back-up Figure 4-1 Age of Victims

	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
16-19	0	0	40%	17%	27%	10%	4,900	520	7,400	2,000
20-24	3%	2%	42%	11%	14%	7%	34,400	6,300	58,100	31,300
25-34	2%	0.4%	36%	10%	15%	8%	117,000	53,400	222,000	294,800
35-44	2%	0.1%	29%	9%	12%	5%	65,900	42,500	155,400	301,500
45-54	1%	0.3%	23%	8%	9%	5%	50,400	43,600	154,300	340,200
55 or older	0.4%	0.1%	14%	6%	8%	6%	21,700	21,900	97,400	192,800

NOTE: Percentages based on total female and male Federal employees.

Back-Up Figure 4-2 Marital Status of Victims

	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Single	2%	1%	35%	13%	16%	9%	73,900	29,300	140,100	130,900
Divorced	2%	1%	34%	11%	13%	9%	67,200	17,400	138,000	83,400
Married	1%	0.2%	26%	8%	11%	5%	141,700	118,200	379,500	937,800
Widowed	1%	0	20%	24%	10%	6%	11,400	2,700	36,700	9,100

NOTE: Percentages based on total female and male Federal employees.

Back-up Figure 4-3

	Victims									
Education Level of Victims	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Less than high school diploma	1%	0.1%	23%	4%	7%	4%	6,300	5,100	20,200	62,600
High school diploma or GED	1%	0.2%	23%	7%	11%	4%	58,700	14,700	168,800	130,700
High school diploma plus technical	2%	1%	27%	7%	10%	5%	40,600	23,100	103,800	187,400
Some college	1%	0.2%	32%	12%	12%	5%	114,900	54,600	254,000	317,700
Graduated from college	1%	0.2%	35%	8%	14%	6%	36,500	26,900	72,900	198,400
Some graduate school	2%	0.2%	36%	8%	15%	7%	15,700	16,300	29,800	105,400
Graduate or professional degree	1%	0.3%	31%	9%	16%	8%	21,500	27,200	44,400	158,700

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-4

	Victims									
Racial and Ethnic Background of Victims	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Other	1%	2%	29%	11%	18%	14%	2,400	2,200	4,900	8,100
Hispanic	2%	1%	31%	12%	12%	6%	10,100	9,400	22,100	52,100
White, not of Hispanic origin	1%	0.2%	30%	8%	12%	5%	212,800	125,700	500,200	940,900
Black, not of Hispanic origin	2%	1%	27%	13%	14%	7%	59,300	24,800	140,900	121,100
Asian or Pacific Islander	3%	0.3%	22%	7%	11%	9%	3,500	2,900	9,700	18,400
American Indian or Alaskan Native	0.1%	0.4%	26%	16%	9%	6%	4,300	3,000	12,200	13,700

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-5

Geographic Location of Victims	Victims Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
North Central	1%	0.3%	28%	9%	19%	5%	15,200	10,100	31,500	72,100
Upper Midwest	1%	0.3%	34%	9%	12%	4%	41,500	17,600	90,000	132,000
Midwest	2%	0.3%	31%	8%	12%	7%	15,700	7,200	35,100	46,800
Pacific	1%	0.1%	30%	12%	13%	8%	36,700	33,000	63,100	169,400
Washington, D.C. area	2%	0.4%	28%	8%	14%	6%	34,500	14,900	78,700	104,000
New York	1%	0.2%	26%	7%	16%	7%	16,800	10,300	39,400	71,800
Southwest	2%	0.2%	30%	7%	10%	5%	29,600	15,900	72,000	136,800
Mid Atlantic	1%	0.3%	29%	10%	12%	6%	38,100	24,800	90,100	149,000
New England	2%	0%	25%	10%	13%	2%	5,100	9,500	23,700	41,300
Southeast	1%	1%	28%	7%	9%	4%	43,100	19,800	112,700	171,200
Pacific Northwest	3%	0%	26%	7%	8%	7%	11,700	7,600	31,900	56,300

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-6

Annual Salary of Victims	Victims Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Low income	2%	1%	31%	11%	14%	7%	113,600	21,700	247,900	114,000
Low medium income	1%	1%	28%	11%	10%	7%	99,200	35,100	249,000	194,200
Medium income	1%	0.2%	29%	9%	12%	5%	53,800	49,500	131,600	344,400
Medium high income	1%	0.1%	28%	7%	13%	4%	15,000	19,500	36,200	175,700
High income	2%	0.1%	29%	7%	11%	6%	13,000	42,400	31,000	334,700

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-7

Victims

Job Classification of Victims	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Trainee	2%	1%	35%	7%	14%	8%	9,900	3,600	19,300	22,000
Professional, Technical	1%	0.3%	31%	9%	13%	6%	91,000	85,600	203,900	585,400
Administration, Management	1%	0%	29%	9%	12%	6%	33,000	30,100	77,600	201,900
Other	3%	0.3%	24%	8%	15%	6%	15,400	7,000	37,100	48,400
Office, Clerical	1%	0.2%	28%	11%	11%	6%	127,400	9,600	310,600	56,400
Blue Collar, Service	1%	0.4%	27%	7%	10%	5%	12,400	28,500	32,500	225,400

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-8

Victims

Traditionality of Jobs of Victims	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Held a Non-traditional Job	2%	1%	36%	13%	15%	7%	35,800	8,700	67,400	43,000
Held a traditional job	1%	0.3%	28%	8%	12%	6%	255,900	156,000	620,700	1,102,100

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-9

Victims

Sex of Supervisors of Victims	Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Male Supervisors	1%	0.2%	32%	8%	12%	5%	190,000	137,000	424,000	1,027,700
Male and female supervisors	2%	1%	29%	14%	13%	10%	21,900	9,400	49,500	37,400
Female supervisors	1%	1%	25%	16%	12%	6%	80,900	20,500	215,200	89,100

Note: Percentages based on total female and male Federal employees.

Back-up Figure 4-10

Sexual Composition of Victims' Work Group	Victims Most Severe		Severe		Less Severe		Total Victims		Total Federal Employees	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
All men	2%	0.4%	42%	4%	11%	4%	20,600	12,200	37,400	159,200
Predominately men	1%	0.2%	35%	8%	13%	5%	107,100	90,800	219,100	678,300
Equal numbers of men and women	2%	0.3%	29%	12%	12%	7%	57,200	30,300	134,800	163,600
Predominately women	1%	1%	25%	15%	11%	6%	102,800	32,300	274,800	146,400
All women	0.4%	1%	13%	17%	9%	4%	5,100	1,300	23,700	5,800

Note: Percentages based on total female and male Federal employees.

Back-up Figure 5-1

Sex of Harasser	Victims Most Severe		Severe		Less Severe		Total Victims	
	Women	Men	Women	Men	Women	Men	Women	Men
Male	80%	2%	79%	13%	79%	26%		
Two or more males	18%	9%	17%	2%	15%	8%		
Both males and females	1%	22%	2%	3%	2%	9%		
Female	0%	34%	2%	70%	2%	47%		
Two or more females	1%	33%	1%	12%	1%	11%		
Unknown	0%	0%	1%	0.2%	0.4%	1%		
Total respondents	4,400	1,500	146,100	54,900	71,900	40,400	222,400	96,800

Note: Percentages based on total female and male respondents for each form of sexual harassment.

Back-up Figure 5-2

	Victims							
	Most Severe		Severe		Less Severe		Total Victims	
Age of Harasser	Women	Men	Women	Men	Women	Men	Women	Men
Older	86%	26%	68%	28%	66%	32%		
Younger	4%	37%	12%	42%	14%	33%		
Same	3%	6%	11%	17%	11%	20%		
Various ages	7%	32%	7%	10%	7%	14%		
Unknown	0%	0%	2%	4%	2%	1%		
Total respondents	4,300	1,400	142,100	54,400	70,800	38,600	217,200	94,400

Note: Percentages based on total female and male respondents for each form of sexual harassment.

Back-up Figure 5-3

	Victims							
	Most Severe		Severe		Less Severe		Total Victims	
Marital status of Harasser	Women	Men	Women	Men	Women	Men	Women	Men
Married	73%	18%	69%	35%	64%	35%		
Mixed	10%	33%	9%	12%	9%	15%		
Unknown	2%	5%	8%	7%	10%	6%		
Single	7%	29%	8%	20%	9%	20%		
Divorced, Separated, Widowed	8%	16%	7%	27%	8%	24%		
Total respondents	4,300	1,200	141,600	52,100	70,200	37,500	216,100	90,800

Note: Percentages based on total female and male respondents for each form of sexual harassment.

Back-up Figure 5-4

	Victims							
Ethnic Status of Harasser	Most Severe		Severe		Less Severe		Total Victims	
	Women	Men	Women	Men	Women	Men	Women	Men
Same (as victim)	66%	48%	62%	72%	65%	64%		
Different	23%	10%	27%	16%	25%	18%		
Some the same and some different	7%	33%	9%	9%	9%	15%		
Unknown	5%	8%	3%	3%	2%	3%		
Total respondents	4,300	1,400	140,300	51,900	69,200	37,900	213,800	91,200

Note: Percentages based on total female and male respondents for each form of sexual harassment.

Back-up Figure 5-5

	Victims							
Organization Level of Harasser	Most Severe		Severe		Less Severe		Total Victims	
	Women	Men	Women	Men	Women	Men	Women	Men
Coworker or other employee	57%	80%	63%	74%	69%	78%		
Immediate supervisor or other supervisor	51%	11%	40%	13%	30%	15%		
Unknown	9%	14%	6%	6%	6%	4%		
Subordinate	5%	6%	4%	18%	3%	15%		
Total respondents	4,200	1,500	146,000	55,400	72,400	40,300	222,600	97,200

Note: Percentages based on total female and male respondents for each form of sexual harassment.

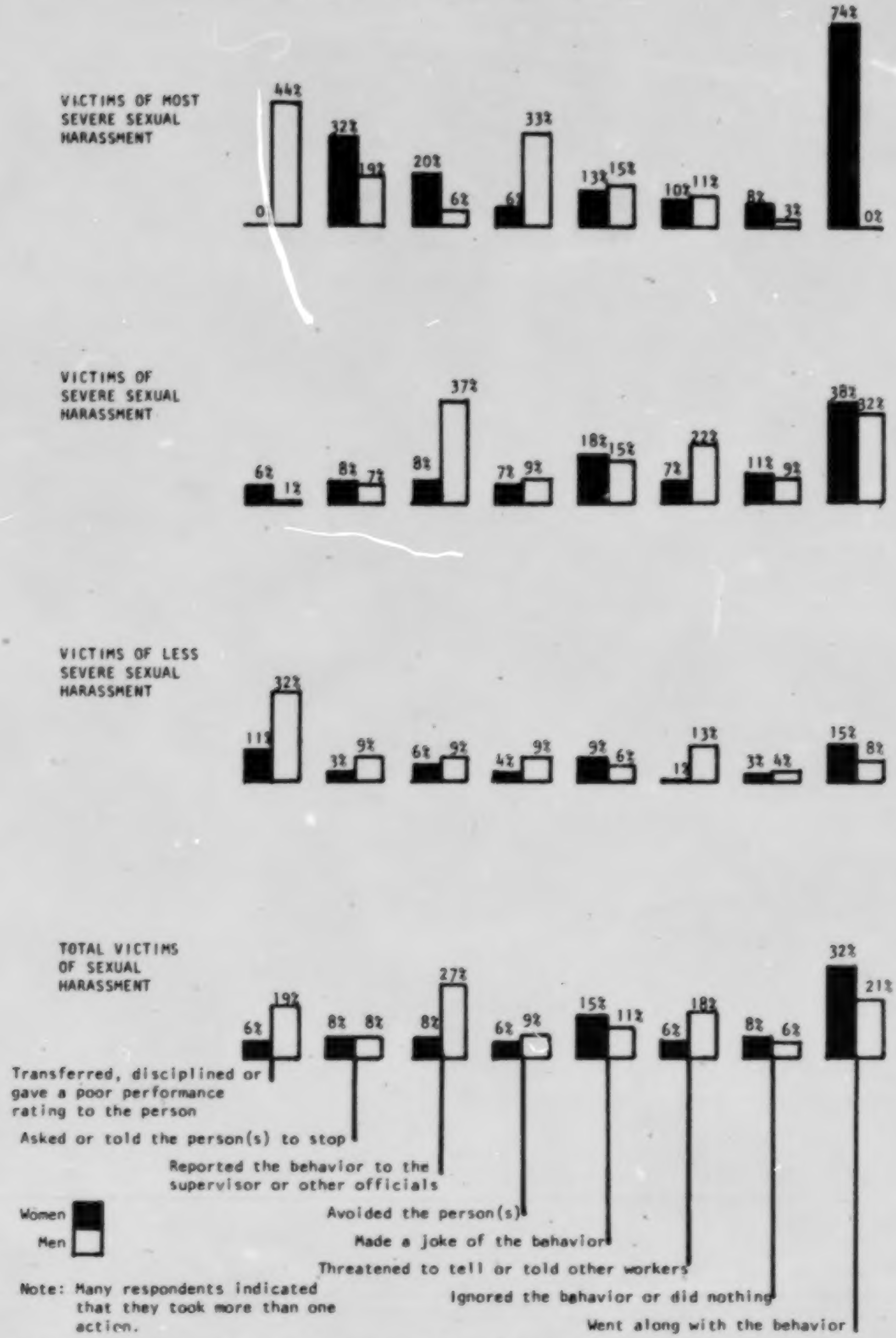
Back-up Figure 5-6

	Victims							
Has the Harasser Sexually Bothered Others at Work?	Most Severe		Severe		Less Severe		Total Victims	
	Women	Men	Women	Men	Women	Men	Women	Men
Did not know	53%	43%	48%	58%	64%	64%		
Harasser had bothered others	38%	40%	49%	34%	32%	28%		
Harasser had not bothered others	9%	17%	3%	8%	4%	8%		
Total respondents	4,400	1,500	146,500	55,500	72,300	40,100	223,200	97,100

Note: Percentages based on total female and male respondents for each form of sexual harassment.

BACKUP FIGURE 6-3

Narrators' Informal Responses to Sexual Harassment
Percentage of Narrators Who Indicated That Taking These Informal Actions "made things worse" (Question 23b)



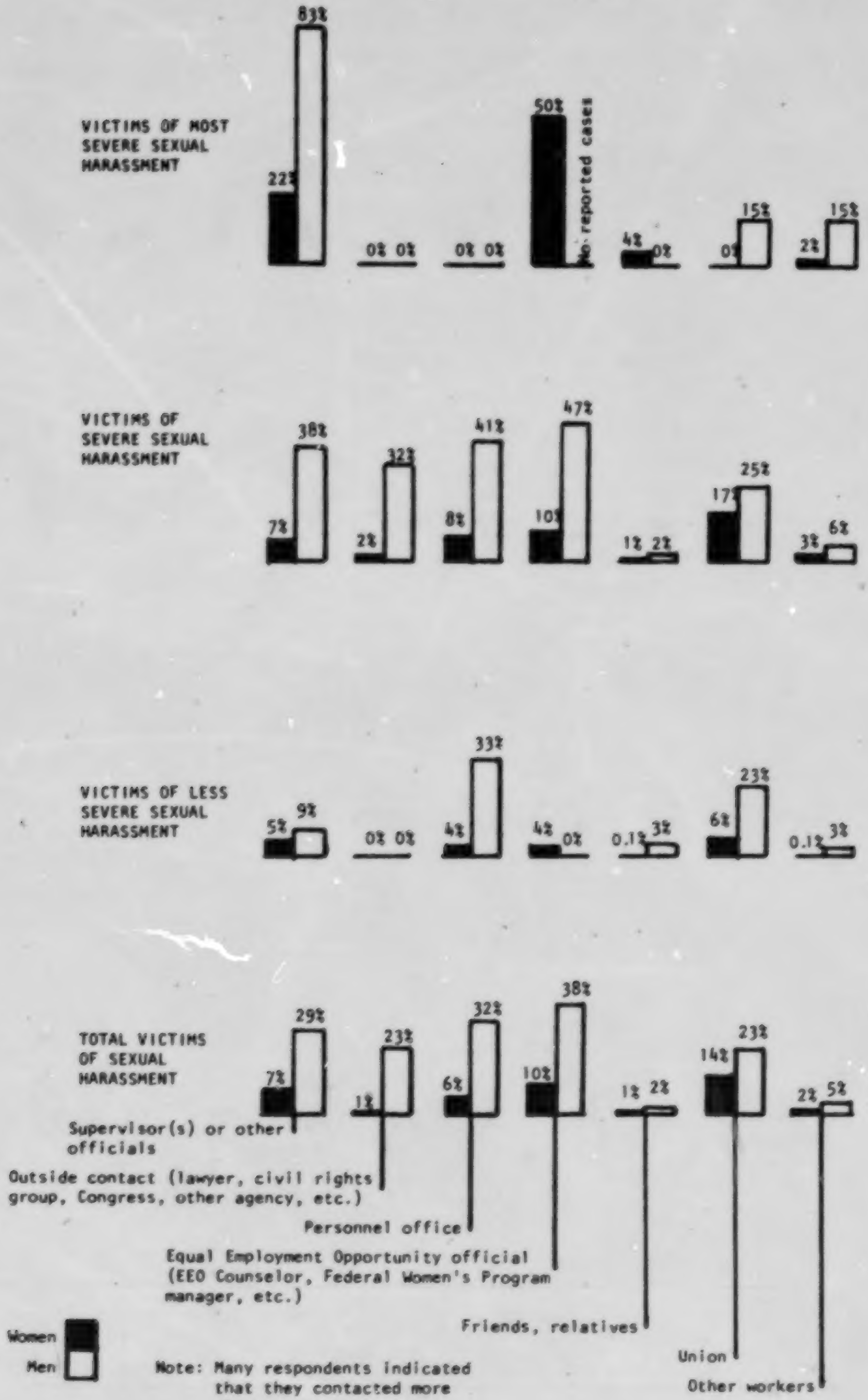
Note: Many respondents indicated that they took more than one action.

Percentages based on number or narrators, by form of harassment, who took each action.

BACKUP FIGURE 6-4

Parties Contacted by Narrators

Percentage of Narrators Who Indicated That Talking to These Parties "made things worse" (Question 27c)

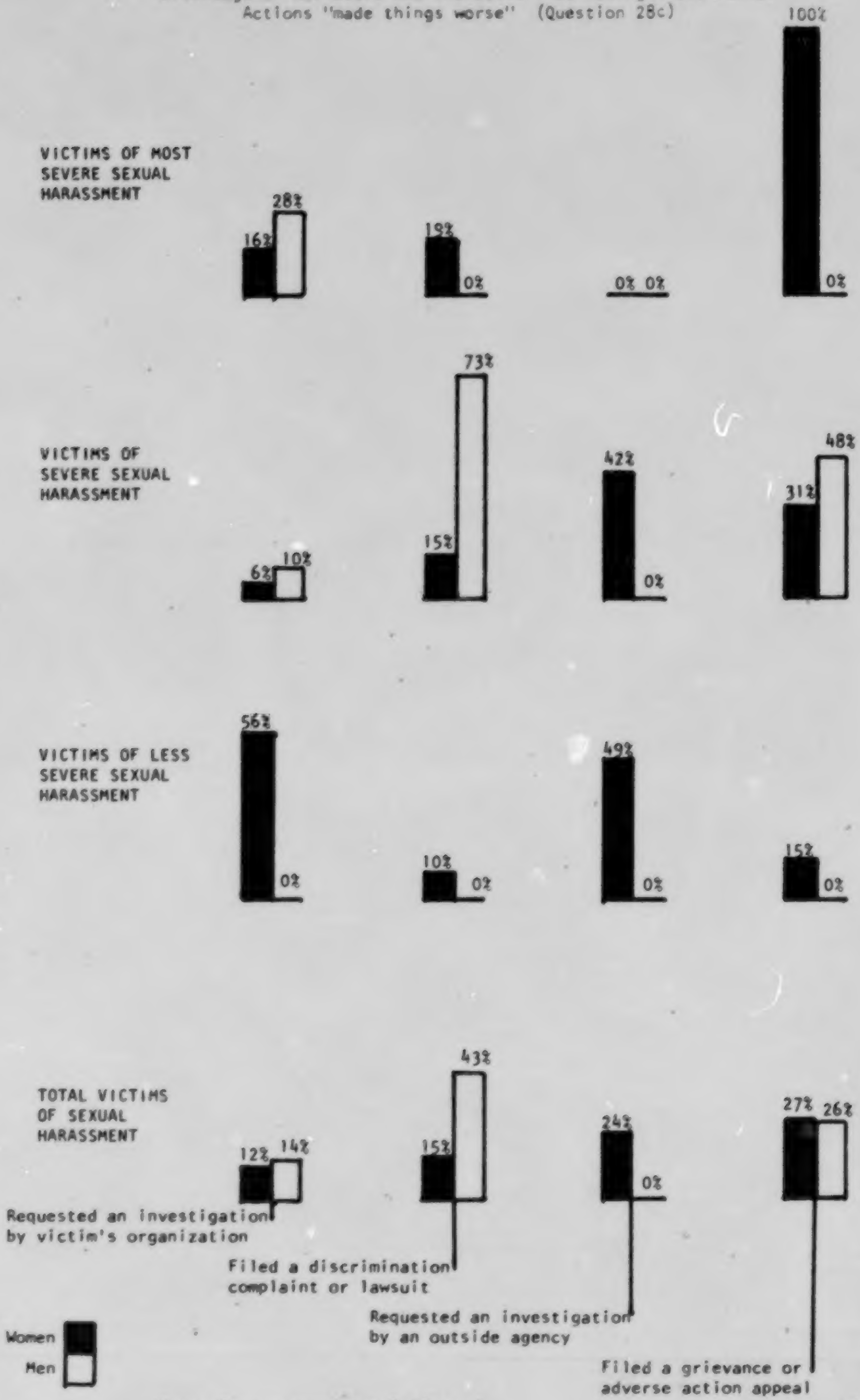


Note: Many respondents indicated that they contacted more than one party.

Percentages based on number or narrators, by form of harassment, who took each action.

BACKUP FIGURE 6-5

Narrator's Formal Responses to Sexual Harassment
Percentage of Narrators Who Indicated That Taking These Formal Actions "made things worse" (Question 28c)



Note: Some respondents indicated that they took more than one formal action.

Percentages based on number of narrators, by form of harassment, who took each action.

Back-up Figure 7-1

Changes in Narrators' Work Situations as a Result of Sexual Harassment

Percentage of Narrators Who Indicated These Changes Actually Occurred (Question 26).

	Number of Respondents	
	WOMEN	MEN
Victims Of Most Severe Sexual Harassment		
Total Respondents	4,100	1,400
Victims Of Severe Sexual Harassment		
Total Respondents	144,700	53,900
Victims Of Less Severe Sexual Harassment		
Total Respondents	70,400	38,600
Total Victims of Sexual Harassment		
Total Respondents 1/	221,900	95,400

1/ Numbers of respondents may not add up due to rounding and calculation variance.

Back-up Figure 7-2

Impact of Sexual Harassment on Narrators: Percentage of Narrators Who Indicated These Aspects of Their Lives Became Better or were Not Affected by the Sexual Harassment (Question 31a)

	Most Severe		Severe		Less Severe		Total Narrators	
	Women	Men	Women	Men	Women	Men	Women	Men
Feelings About Work								
Had no effect	39%	73%	58%	80%	76%	81%	64%	80%
Became Better	0%	0%	0.3%	1%	0.2%	1%	0.3%	1%
Total Respondents	3,600	1,500	134,800	48,900	66,600	37,100	207,600	89,100
Emotional or Physical Condition								
Had no effect	18%	31%	62%	77%	78%	81%	66%	78%
Became Better	0	16%	1%	2%	1%	2%	1%	2%
Total Respondents	3,800	1,300	128,800	48,900	64,700	34,000	199,400	85,700
Ability to Work with Others								
Had no effect	63%	57%	82%	83%	89%	84%	84%	83%
Became Better	6%	19%	1%	1%	1%	1%	1%	2%
Total Respondents	3,600	1,400	123,200	46,600	64,200	35,000	193,000	84,400
Time and Attendance at Work								
Had no effect	49%	72%	86%	91%	95%	90%	88%	90%
Became Better	3%	5%	0.3%	1%	0.4%	2%	0.4%	2%
Total Respondents	3,600	1,300	123,100	47,200	62,400	34,000	191,000	84,000
The Quantity of Work								
Had no effect	66%	62%	87%	87%	94%	90%	89%	88%
Became Better	6%	28%	0.4%	1%	1%	2%	1%	2%
Total Respondents	3,200	1,300	120,700	47,100	62,000	33,900	187,800	83,800
The Quality of Work								
Had no effect	73%	60%	88%	87%	95%	92%	90%	87%
Became Better	6%	34%	1%	1%	1%	2%	1%	2%
Total Respondents	3,400	1,400	121,400	47,500	62,200	33,400	188,900	83,800

Note: Percentages based on total number of respondents who answered each statement; the numbers of respondents have been rounded.

Back-up Figure 7-3

Impact of Sexual Harassment on the Morale and Productivity of Narrators' Immediate Work Groups

	Number of Respondents			
	MORALE		PRODUCTIVITY	
	Women	Men	Women	Men
Victims Of Most Severe Sexual Harassment				
Total Respondents	3,100	1,100	3,300	1,000
Victims Of Severe Sexual Harassment				
Total Respondents	118,000	44,900	118,700	46,000
Victims Of Less Severe Sexual Harassment				
Total Respondents	61,000	32,600	61,000	32,200
Total Victims of Sexual Harassment				
Total Respondents 1/	184,200	80,000	184,800	80,400

1/ Number of respondents may not add up due to rounding and calculation variance.

Back-up Figure 8-2

Reasons For Not Taking Formal Action:

	Number of Respondents	
	WOMEN	MEN
Victims Of Most Severe Sexual Harassment		
Total Respondents	4,200	1,500
Victims Of Severe Sexual Harassment		
Total Respondents	142,500	55,000
Victims Of Less Severe Sexual Harassment		
Total Respondents	70,500	39,400
Total Victims of Sexual Harassment		
Total Respondents 1/	209,800	92,600

1/ Numbers of respondents may not add up due to rounding and calculation variance.

Additional Statistical Information

Additional Tables

Appendix Table A

Sexual Attitudes
(Question No. 1)

These are the opinions that Federal workers have expressed about different kinds of sexual behavior that can happen at work. Percentages are of Federal workers--men, women, supervisors, nonsupervisors, victims and nonvictims--who **disagreed** with the following statements.

		SUPERVISOR RESPONDENTS	
		Female	Male
Definition of Sexual Harassment:			
(i) I would call something sexual harassment even if the person doing it did not mean to be offensive.	Agree:	31%	30%
	Disagree:	60%	59%
(g) People shouldn't be so quick to take offense when someone expresses a sexual interest in them.	Agree:	37%	47%
	Disagree:	51%	41%
Sexual Activity In The Office:			
(b) Morale at work suffers when some employees seem to get ahead by using their sexuality.	Agree:	94%	92%
	Disagree:	3%	4%
(d) There's nothing wrong when women use their sexuality to get ahead on the job.	Agree:	4%	5%
	Disagree:	94%	93%
(k) There's nothing wrong when men use their sexuality to get ahead on the job.	Agree:	4%	4%
	Disagree:	94%	94%
(a) I think it's all right for people to have sexual affairs with people they work with.	Agree:	16%	22%
	Disagree:	70%	67%
Responsibility Of Victims For Their Own Harassment:			
(j) When people say they've been sexually harassed, they're usually trying to get the person they accuse into trouble.	Agree:	8%	12%
	Disagree:	75%	64%
(f) People who receive annoying sexual attention have usually asked for it.	Agree:	25%	32%
	Disagree:	69%	54%
(m) The issue of sexual harassment has been exaggerated--most incidents are simply normal sexual attraction between people	Agree:	27%	47%
	Disagree:	53%	32%
Policy Implications:			
(e) Unwanted sexual attention on the job is something people should not have to put up with.	Agree:	98%	96%
	Disagree:	2%	2%

Note: Percentages are based on "Disagree" and "Strongly Disagree" and "Disagree" and "Strongly Disagree' responses to statements.

Appendix Table B

Is There More Sexual Harassment in the Federal Government than Outside the Federal Government? (Opinions of employees who had some previous work experience in a non-Federal job) (Question 8)

	Women	Men
Same amount in both	264,200 (68%)	434,000 (61%)
More in non-Federal jobs	78,100 (20%)	209,400 (29%)
Less in non-Federal jobs	44,400 (12%)	74,600 (10%)
Total respondents who had some previous work experience	386,700	717,900

Appendix Table C

Percentage of Higher Educated (College Degree or Above) and Lower Educated Women Victims Who **Agreed** That Each of Six Forms of Unwanted, Uninvited Sexual Attention Constitutes Sexual Harassment. (Questions 2-7,b,d)

	Letters and Calls		Pressure for Sexual Favors		Deliberate Touching		Pressure for Dates		Suggestive Looks		Sexual Remarks	
	Higher	Lower	Higher	Lower	Higher	Lower	Higher	Lower	Higher	Lower	Higher	Lower
If a supervisor did this	94%	93%	95%	92%	93%	92%	80%	79%	77%	72%	65%	62%
If another worker did this	87%	87%	83%	81%	86%	85%	63%	66%	66%	63%	55%	53%

Appendix Table D

Sexual Attitudes
(Question 1)

These Are the Opinions That Women Victims Have Expressed About Different Kinds of Sexual Behavior That Can Happen at Work. Percentages Are of Higher and Lower Educated Women Victims Who **Agreed** and **Disagreed** With the Following Statements.

		Respondents	
Definitions of Sexual Harassment:		Higher Educated	Lower Educated
(i) I would call something sexual harassment even if the person doing it did not mean to be offensive.	Agree:	47%	25%
	Disagree:	45%	64%
(g) People shouldn't be so quick to take offense when someone expresses a sexual interest in them.	Agree:	31%	40%
	Disagree:	53%	48%

NOTE: Percentages are based on "Agree" and "Strongly Agree" and "Disagree" and "Strongly Disagree" responses to statements.

Appendix Table E

Percentage of Narrators in Each Agency Who Stated That They Were Sexually Harassed on Their Current Job. (Question 19)

Agency	Most Severe		Severe		Less Severe		Total Victims	
	Women	Men	Women	Men	Women	Men	Women	Men
Department of Labor	100%	0	81%	77%	98%	100%	87%	77%
Department of Transportation	50%	0	84%	95%	90%	38%	85%	61%
Department of Justice	0	0	76%	100%	65%	100%	69%	73%
All other Department of Defense Agencies	7%	0	83%	94%	96%	90%	87%	92%
All other Agencies	77%	100%	84%	70%	92%	92%	87%	83%
Department of Housing and Urban Development	0	0	100%	89%	100%	100%	98%	92%
Department of the Air Force	21%	0	64%	79%	87%	85%	70%	80%
Veterans Administration	87%	68%	91%	91%	95%	93%	92%	91%
Department of the Navy, including the Marine Corps	100%	0	87%	95%	83%	88%	86%	92%
Department of Interior	100%	100%	85%	51%	98%	99%	89%	75%
Department of the Army	63%	100%	74%	77%	86%	89%	77%	84%
Department of Commerce	100%	0	78%	60%	76%	90%	78%	80%
Department of Energy	0	0	61%	100%	77%	100%	65%	100%
Department of Treasury	0	100%	80%	87%	85%	79%	82%	86%
Department of Health, Education and Welfare	85%	50%	78%	81%	90%	97%	82%	86%
General Services Administration	0	0	100%	100%	54%	100%	82%	100%
Department of Agriculture	100%	100%	77%	85%	85%	77%	82%	84%
Federal Government-wide	66%	76%	81%	84%	88%	89%	83%	86%

Appendix Table F

Percentage of Women and Men in Each Job Classification Who Reported Being in Non Traditional Jobs.

Job	Women		Men	
	Victims	Nonvictims	Victims	Nonvictims
Trainee	35%	13%	0	4%
Professional, technical	19%	13%	5%	3%
Administration, management	22%	16%	4%	2%
Other	8%	7%	11%	5%
Office, clerical	2%	2%	13%	7%
Blue collar, service	21%	14%	4%	6%

Appendix Table G

Percentage of Narrators Who Were Harassed by Members of the Opposite Sex Whose Race or Ethnic Background Was as Follows:

Race or Ethnic Background of Harasser	Female Narrators Harassed by Men						Male Narrators Harassed by Women					
	American Indian	Asian	Black	Hispanic	White	Other	American Indian	Asian	Black	Hispanic	White	Other
Same	81%	8%	44%	38%	75%	17%	50%	0	51%	29%	89%	63%
Different	19%	88%	53%	62%	23%	60%	38%	100%	46%	69%	10%	3%
Mixed	0	0	0	0	0	0	0	0	0	0	0	0
Unknown	0	4%	3%	0	2%	23%	11%	0	3%	2%	1%	34%

Appendix Table H

Number and Percentage of Accused Harassers Who Responded as Follows to the Question of Whether They Thought the Charge Was Fair. (Questions 36, 37)

	Women	Men
Total accused harassers	1,100	10,500
Thought charge unfair	900 83%	8,100 82%
Did not know if charge was fair	190 17%	980 10%
Thought charge was fair	0 0	780 8%

Appendix Table I

Number and Percentage of All Female and Male Narrators Who Took Formal Actions Who Found It "Made Things Better". (Question 28c)

Results	Female and Male Respondents
Made things better	4,900 (59%)
Made no difference or made things worse	3,400 (41%)
TOTAL	8,300

Appendix Table J

Computation of Cost to Federal Government Due to Individual Productivity Loss of Victims of Sexual Harassment

A. Computation of Average Annual Salary: (Taking the salary midpoint of each salary level in Figure 4-6 and weighting it by the number of victims in each level, produces.)

	Women Victims			Men Victims		
	Number	Average Annual Salary	Productivity Loss 1/	Number	Average Annual Salary	Productivity Loss 1/
"Most Severe" Victims	9,027	$ 11,981	$1,198	3,206	$ 15,325	$1,532
"Severe" Victims	202,718	$ 12,430	$1,243	99,721	$ 19,980	$1,998
"Less Severe" Victims	82,901	$ 12,145	$1,214	62,287	$ 22,160	$2,216

B. Computation of Dollar Cost Due to Individual Productivity Loss: Number whose individual productivity (quality and quantity of work) declined (extrapolated from Figure 7-2) multiplied by 10% salary loss (see A above).

	Number		10% Salary Loss	Dollar Loss
Female Victims				
Most Severe	2,250		$ 1,198	$ 2,695,500
Severe	24,000		$ 1,243	$29,832,000
Less Severe	4,250		$ 1,214	$ 5,159,500
TOTAL				$37,687,000
Male Victims				
Most Severe	240	$ 15,325	$ 1,532	$ 367,680
Severe	12,000	$ 19,980	$ 1,998	$23,976,000
Less Severe	4,550	$ 22,160	$ 2,216	$10,082,800
TOTAL				$34,426,480

Cost to Federal Government
(in millions)

Productivity Loss	Women	Men	Total Victims
10%	$ 37.7	$ 34.4	$ 72.1
20%	$ 75.4	$ 68.8	$ 144.2
25%	$ 94.2	$ 86.0	$ 180.2
30%	$113.1	$103.2	$ 216.3

NOTE: This analysis assumes that the impact on victims is similar to that reported by narrators, and thus, all figures have been extrapolated from narrators to victims as a whole.

1/ Assumes 10% individual productivity loss is equivalent to 10% loss in salary.

Appendix Table K

Computation of Cost to Federal Government Due to Workgroup Productivity Loss of Victims of Sexual Harassment.

Computation of estimated number of workgroups whose productivity declined

A. Estimated Number of Impacted Work Groups: percentage of narrators who indicated the productivity of their immediate work group "became worse" (see Figure 7-2) multiplied by the total number of victims (see Figure 3-2.)

	Women	Men	TOTAL
Most Severe	900	330	1,230
Severe	12,000	11,000	23,000
Less Severe	2,550	3,900	6,450
TOTAL	15,450	15,230	30,680

B. Estimated Number of Impacted Workgroups by Sexual Composition: proportion of narrators in workgroups of different sexual compositions (see Back-up Figure 4-10) multiplied by the number of impacted work groups (see A above).

	Most Severe		Severe		Less Severe	
	Women	Men	Women	Men	Women	Men
All women	18	0	120	110	51	0
Predominately women	216	102	4,200	2,750	841	546
Equal Numbers	270	23	2,160	2,310	535	936
Predominately men	342	165	4,560	5,280	895	2,262
All men	54	40	960	550	178	156
TOTAL	900	330	12,000	11,000	2,250	3,900

C. Estimated Total Workgroup Salary: estimated number of men and women in each workgroup multiplied by their average salary

Type of Workgroup	Women	Productivity Loss1/	Men	Productivity Loss
All women	$156,000	$1,560	$224,000	$2,240
Predominantly women	$196,000	$1,960	$280,000	$2,800
Equal	$204,000	$2,040	$288,000	$2,880
Predominantly men	$220,000	$2,200	$296,000	$2,960
All men	$252,000	$2,520	$360,000	$3,600

D. Multiplying the 1% productivity loss equivalent (see C above) by the estimated number of impact workgroups (see B above) produces the following estimates:

Assumed Workgroup Productivity Loss	Cost to Federal Government (in millions)		
	Women	Men	Total Victims
1%	$ 32.6	$ 44.3	$ 76.9
3%	97.7	133.0	230.7
5%	162.8	221.7	384.5

NOTE: This analysis assumes that the impact on victims is similar to that reported by narrators and thus, all figures have been extrapolated from narrators to victims as a whole.

1/ Estimated productivity loss is equivalent to 1% of the estimated total workgroup salary.

Appendix Table L

Percentage of Narrators Who Perceived Adverse Consequences and Found That Conditions Did Get Worse.

Percentage of Narrators Who Found Adverse Consequences Occurred 1/

Perceived These Adverse Consequences	Most Severe		Severe		Less Severe		Total	
	Women	Men	Women	Men	Women	Men	Women	Men
Thought working assignments or conditions would get worse	88%	85%	64%	69%	40%	29%	61%	58%
Thought harasser or other workers would become unpleasant or embarrass victim	63%	55%	37%	40%	20%	16%	35%	31%
Thought would be unable to get a promotion, step increase, good rating or reference	95%	46%	65%	50%	44%	65%	64%	54%
Thought would lose job	83%	75%	63%	65%	100%	100%	70%	65%
Did not think anything would happen	4%	0%	7%	3%	6%	6%	6%	4%

1/ This assumes that those who did not respond that "no changes happened in my work situation" did experience adverse consequences. For example, if 12% of the women victims of "most severe" harassment who perceived that their working assignments or conditions would get worse if they did not go along with the harassment actually found that no changes happened in their work situation, then it is assumed that 88% must have experienced some kind of adverse consequence.

Appendix Table M

Percentage of Victims and Supervisors Who Knew the Following Formal Remedies Were Available to Victims of Sexual Harassment, by Agency

(Questions 12a-16a)

VICTIMS AND SUPERVISORS

Agency 1/	Filing a Discrimination Complaint		Filing a Grievance or Adverse Action Appeal		Requesting an Investigation by Victim's Organization		Filing a Complaint through Special Channels		Requesting an Investigation by an Outside Agency	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Department of Labor	42% (43%)	80% (79%)	32% (49%)	58% (58%)	6% (19%)	9% (21%)	13% (12%)	14% (21%)	3% (6%)	23% (6%)
Department of Transportation	43% (51%)	50% (72%)	32% (41%)	33% (59%)	19% (28%	24% (33%)	2% (6%)	10% (13%)	4% (4%)	6% (1%)
Department of Justice	30% (59%)	78% (71%)	13% (19%)	62% (55%)	8% (14%)	48% (62%)	3% 0	0 (23%)	9% (4%)	21% (21%)
All other Department of Defense Agencies	50% (46%)	4[illegible] (60%)	33% (37%)	44% (65%)	15% (16%)	19% (50%)	3% (7%)	9% (17%)	1% (5%)	5% (17%)
All other Agencies	39% (51%)	[illegible] (55%)	30% (32%)	22% (40%)	14% (19%)	30% (31%)	11% (6%)	3% (8%)	6% (9%)	2% (9%)
Department of Housing & Urban Development	57% (61%)	29% (57%)	47% (39%)	20% (60%)	16% (25%)	8% (56%)	.1% (8%)	4% (34%)	1% (2%)	4% (35%)
Department of the Air Force	54% (72%)	49% (63%)	44% (52%)	41% (54%)	22% (29%)	25% (36%)	11% (13%)	16% (18%)	7% (19%)	12% (14%)
Veterans Administration	44% (59%)	51% (57%)	33% (46%)	38% (50%)	14% (26%)	22% (36%)	5% (10%)	10% (13%)	6% (7%)	10% (14%)
Department of the Navy, including the Marine Corps	48% (59%)	59% (70%)	36% (52%)	55% (63%)	18% (32%)	29% (48%)	12% (12%)	23% (26%)	3% (10%)	10% (14%)
Department of Interior	38% (54%)	47% (52%)	26% (41%)	41% (46%)	14% (34%)	24% (39%)	13% (23%)	8% (20%)	10% (16%)	2% (17%)
Department of the Army	54% (54%)	50% (67%)	39% (63%)	49% (63%)	17% (25%)	21% (46%)	8% (15%)	10% (20%)	6% (4%)	11% (12%)
Department of Commerce	53% (37%)	64% (56%)	41% (60%)	35% (37%)	19% (30%)	38% (39%)	11% (8%)	37% (12%)	8% (22%)	8% (10%)
Department of Energy	40% (35%)	36% (80%)	38% (20%)	20% (61%)	26% (35%)	6% (47%)	4% 0	6% (30%)	7% (22%)	6% (13%)
Department of Treasury	56% (45%)	56% (60%)	38% (33%)	47% (49%)	24% (19%)	29% (49%)	18% (12%)	14% (11%)	4% (6%)	11% (9%)
Department of Health, Education, and Welfare	58% (64%)	59% (63%)	45% (58%)	60% (52%)	25% (33%)	36% (47%)	12% (13%)	13% (18%)	4% (9%)	11% (11%)
General Services Administration	60% (65%)	58% (45%)	54% (45%)	53% (30%)	31% (34%)	31% (24%)	29% (20%)	23% (18%)	9% ?	17% (6%)
Department of Agriculture	50% (73%)	51% (57%)	38% (54%)	40% (55%)	19% (38%)	32% (43%)	8% (15%)	8% (14%)	7% (7%)	13% (11%)

NOTE: Figures for supervisors in parentheses ( ).

1/ Ranked in order of highest percentage of sexual harassment among all female victims.

NOTE: Percentages based on "Definitely Yes" responses to questions.

Appendix Table N

Percentages are of Federal Workers - Men, Women, Supervisors, Nonsupervisors, Victims and Nonvictims Who **Agreed** or **Disagreed** With the Following Statement (Question 1h).

	Respondents					
Attitude	Women	Men	Supervisor	Nonsupervisor	Victims	Nonvictims
Agree:	62%	74%	73%	68%	60%	73%
Nearly all instances of unwanted sexual attention can be stopped if the person receiving the attention simply tells the other person to stop.						
Disagree:	35%	22%	24%	28%	37%	23%

Appendix Table O

Perceptions of Work Environment

Percentage of Male and Female Federal Workers Who Responded as follows: (Question 44)

	WOMEN	MEN	TOTAL
e. Agreed with: Uninvited and unwanted sexual attention is a problem for employees where I work.	95,200 (14%)	102,700 (9%)	197,900
Total Respondents	678,700	1,127,600	1,806,300
f. Disagreed with: My organization makes every effort to stop unwanted sexual attention among its employees.	148,600 (22%)	226,200 (20%)	374,800
Total Respondents	676,700	1,129,400	1,806,100

Note: Percentages are based on "Agree" and "Strongly Agree" and "Disagree" and "Strongly Disagree" responses to statements.

Appendix Table P

Percentage of Victims in Each Marital Status Who Reported Their Age As Follows:

Marital Status of Victim	Ages 16-19		Ages 20-24		Ages 25-34		Ages 35-44		Ages 45-54		Ages 55 or older	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Single	6%	2%	28%	13%	47%	58%	11%	18%	7%	7%	2%	2%
Divorced	0	0	4%	1%	40%	35%	28%	35%	21%	19%	7%	11%
Married	0.3%	0	8%	2%	39%	26%	27%	26%	19%	31%	7%	16%
Widowed	0	0	0	0	6%	0	7%	17%	38%	55%	50%	28%

Appendix Table Q

Percentage of Accused Harassers Who Gave the Following Reasons for Why They Thought the Charge was Unfair. (Question 38)

	WOMEN	MEN
There was nothing wrong with what I did	16%	29%
Accuser misunderstood my motives	38%	48%
Accuser wanted to create trouble	21%	45%
Management found the charge to be false	41%	35%
Total Respondents	900	8,000

Appendix Table R

Perceived Penalties for Not Going Along

Percentage of Narrators Who Were Harassed by Their Immediate Supervisor or Coworker Who Thought the Following Would Happen to Them if They Did Not Go Along With the Sexual Harassment (Question 24)

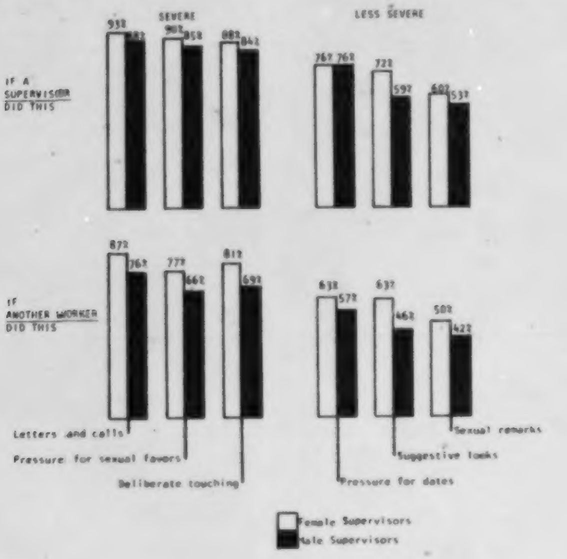
	WOMEN		MEN	
	Higher Level Supervisor	Other Employee	Higher Level Supervisor	Other Employee
Victims Of Most Severe Sexual Harassment				
1. My working assignments or conditions would get worse.	41%	35%	100%	60%
2. The person(s) or other workers would be unpleasant or would embarrass me.	73%	66%	65%	25%
3. I would be unable to get a promotion, step increase, good rating, or reference.	35%	31%	87%	27%
4. I would lose my job.	0	13%	22%	11%
5. I did not think anything would happen.	24%	17%	0	37%
Total Respondents	900	1,600	160	970
Victims Of Severe Sexual Harassment				
1. My working assignments or conditions would get worse.	31%	11%	17%	7%
2. The person(s) or other workers would be unpleasant or would embarrass me.	25%	15%	27%	15%
3. I would be unable to get a promotion, step increase, good rating, or reference.	28%	10%	34%	5%
4. I would lose my job.	5%	2%	8%	3%
5. I did not think anything would happen.	51%	76%	46%	81%
Total Respondents	32,900	53,100	4,200	21,300
Victims Of Less Severe Sexual Harassment				
1. My working assignments or conditions would get worse.	13%	4%	15%	8%
2. The person(s) or other workers would be unpleasant or would embarrass me.	13%	10%	54%	11%
3. I would be unable to get a promotion, step increase, good rating, or reference.	11%	2%	20%	6%
4. I would lose my job.	1%	0.2%	5%	1%
5. I did not think anything would happen.	78%	89%	30%	83%
Total Respondents	12,200	27,800	3,100	14,200
Total Victims of Sexual Harassment				
1. My working assignments or conditions would get worse.	26%	9%	17%	9%
2. The person(s) or other workers would be unpleasant or would embarrass me.	23%	14%	38%	14%
3. I would be unable to get a promotion, step increase, good rating, or reference.	24%	8%	28%	6%
4. I would lose my job.	4%	1%	7%	3%
5. I did not think anything would happen.	57%	79%	40%	80%
Total Respondents	46,700	83,300	7,800	37,500

Additional Figures

FIGURE A

Definition of Sexual Harassment

(Percentage of Male and Female Supervisors Who Agreed that Each of Six Forms of Unwanted, Uninvited Sexual Attention Constitutes Sexual Harassment (Questions 2-7, b & d)



Note: Percentages based on "Probably Yes" and "Definitely Yes" responses to questions.

FIGURE B

Percentage of Higher Educated and Lower Educated Victims in Non-traditional Jobs

(Question 52)

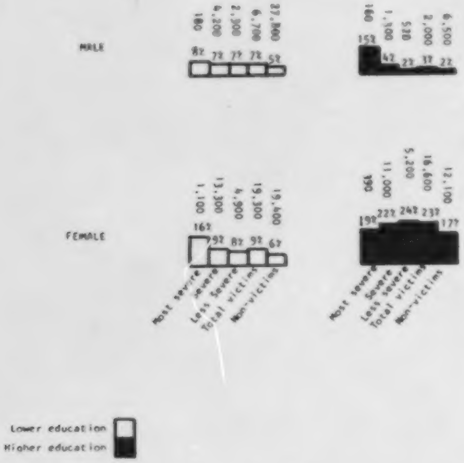


FIGURE C

How Much Did Narrators Need Their Jobs?
(Question 35)

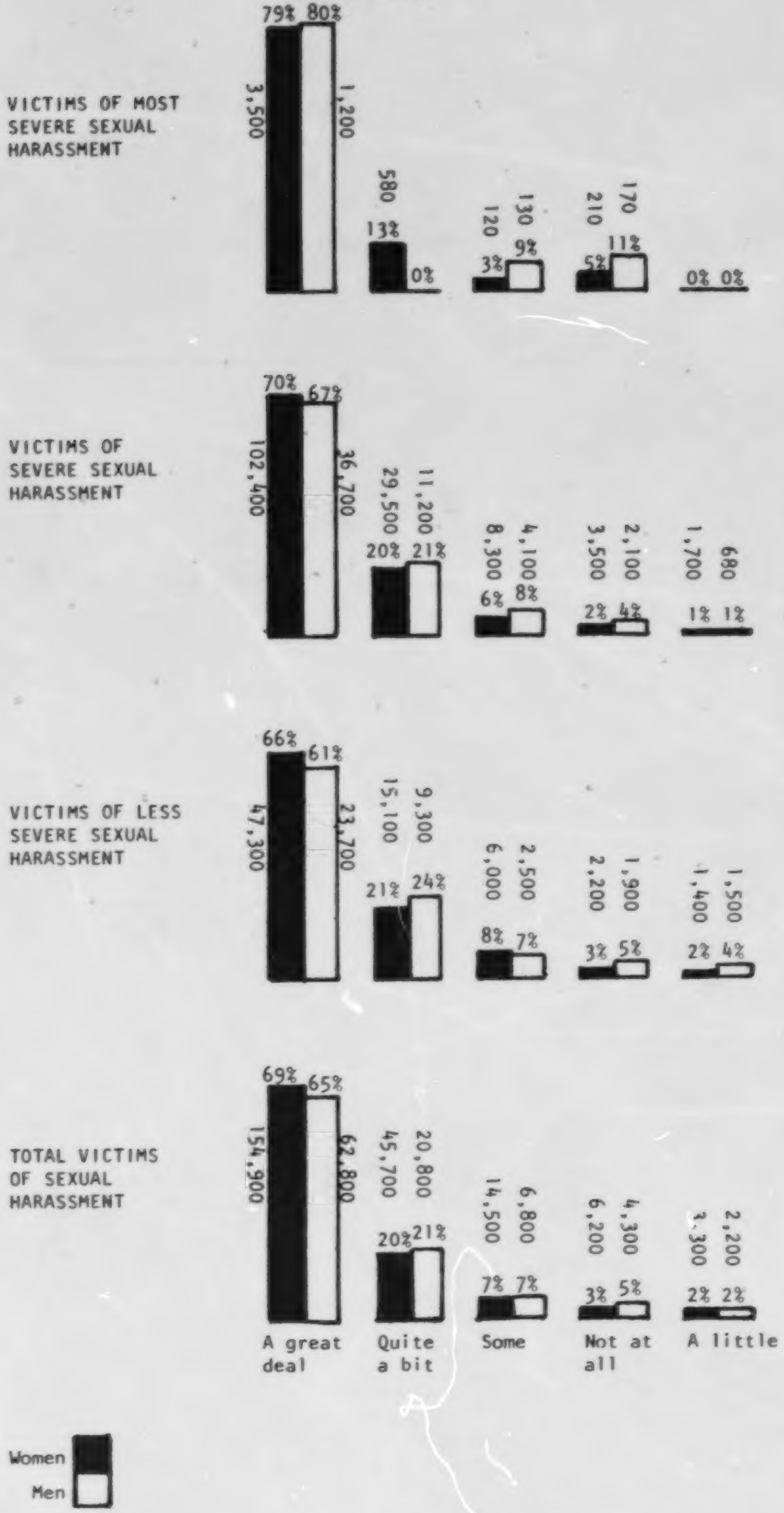


FIGURE D

Incidence Rate of Sexual Harassment
by GS (General Schedule) Grade Level
(Questions 53 & 54)

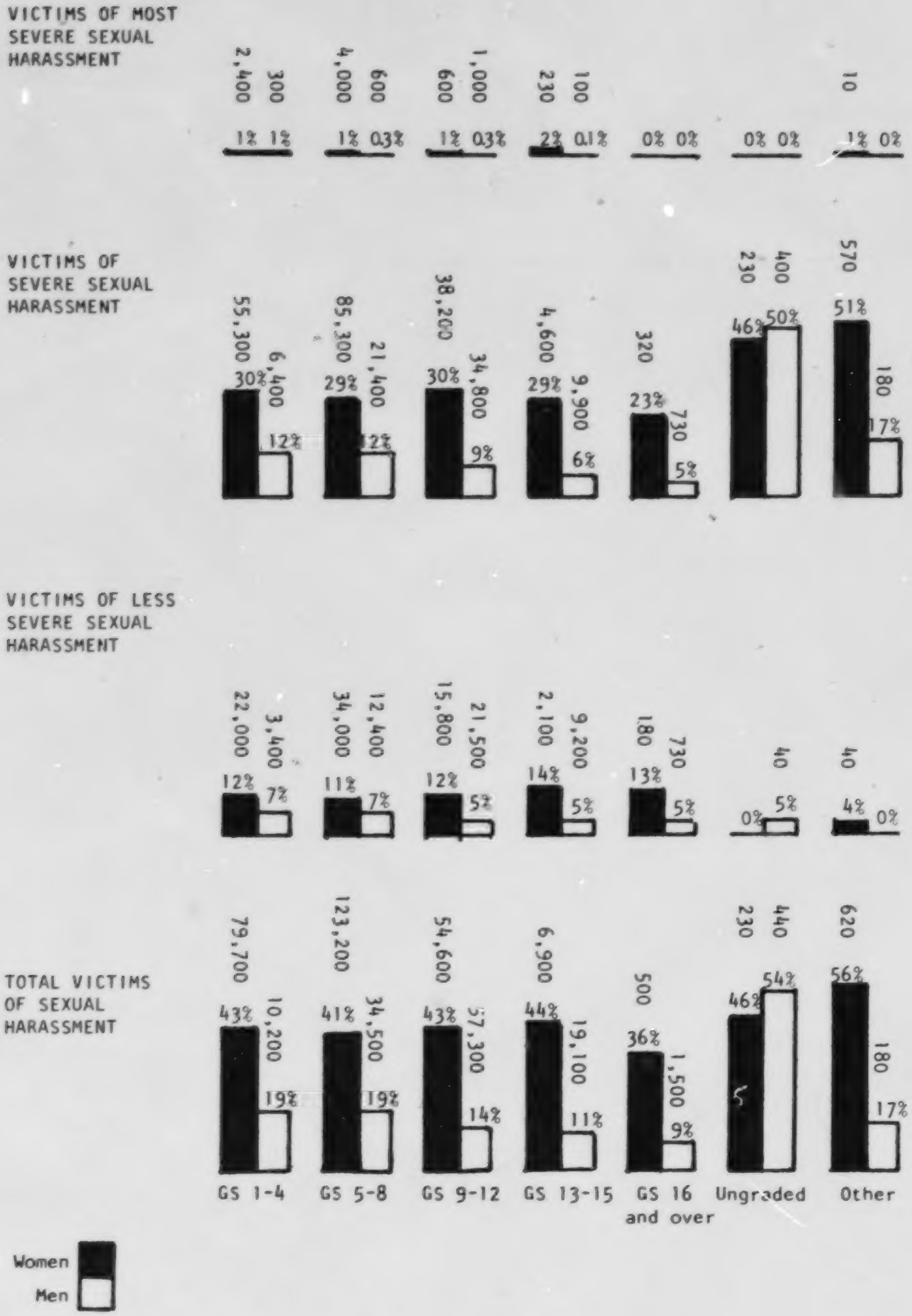


FIGURE E

Percentage of Female and Male Victims in Each Job Classification Who Reported Their Age As Follows:
(Questions 57 & 61)

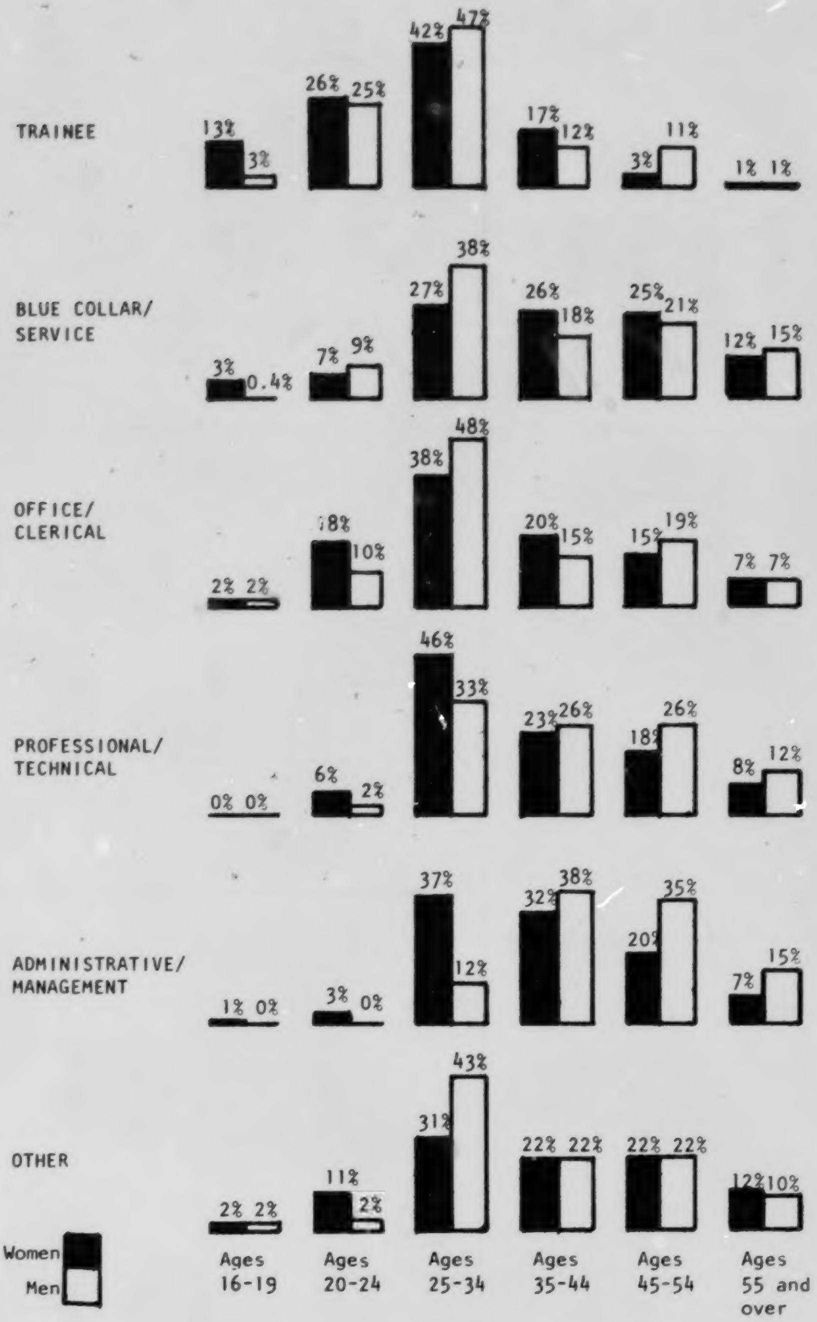


FIGURE F

Incidence Rate of Sexual Harassment by Level of Privacy in Victims' Workspace (Question 49)

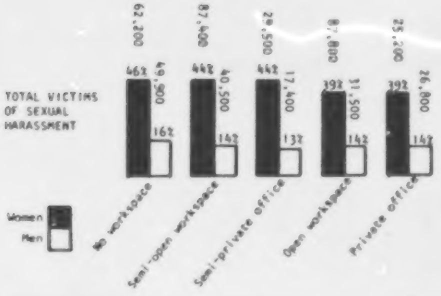


FIGURE G

Incidence Rate of Sexual Harassment by Supervisory Category (Question 58)

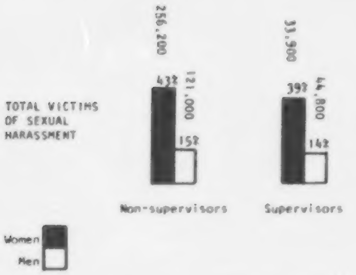


FIGURE H

Incidence Rate of Sexual Harassment by Length of Service (Question 45)

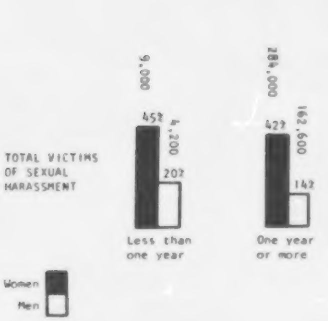


FIGURE I

Incidence Rate of Sexual Harassment by Work Schedule (Question 46)

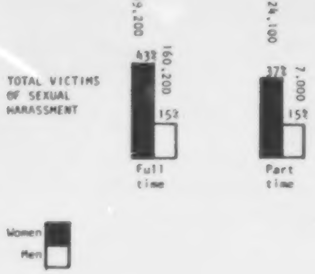


FIGURE J

Incidence Rate of Sexual Harassment by Working Hours Schedule (Question 47)

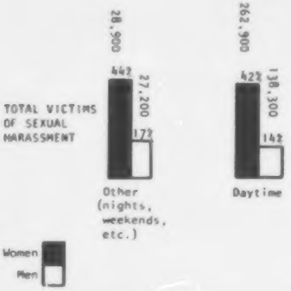
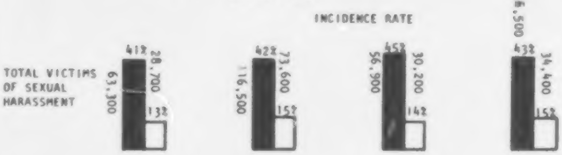


FIGURE K

Incidence Rate of Sexual Harassment and Distribution of Victims by Size of Work Group (Quest'on 48)

INCIDENCE RATE



DISTRIBUTION OF VICTIMS

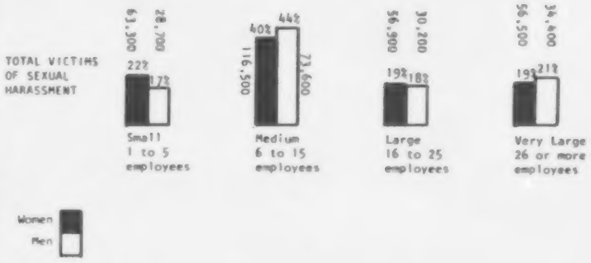
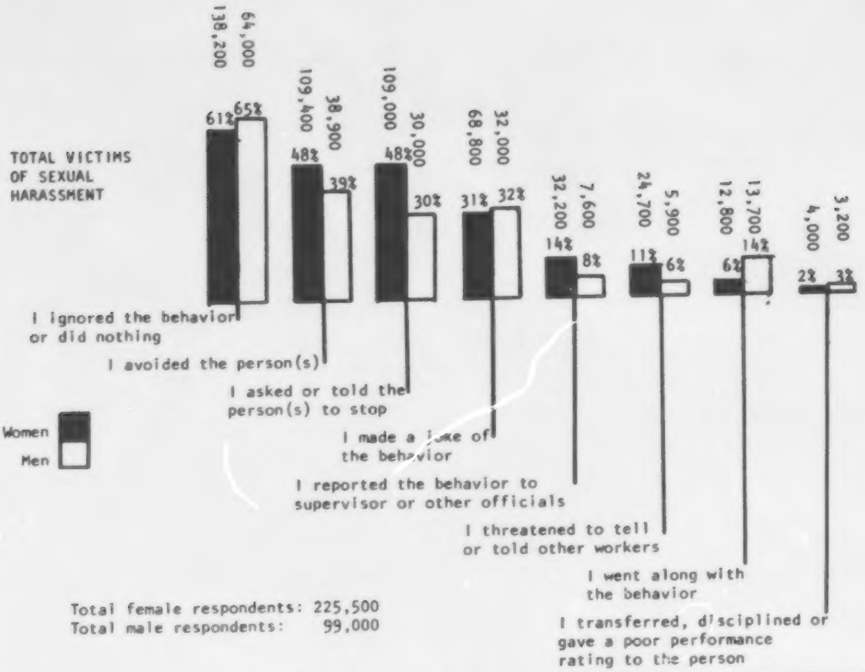


FIGURE L

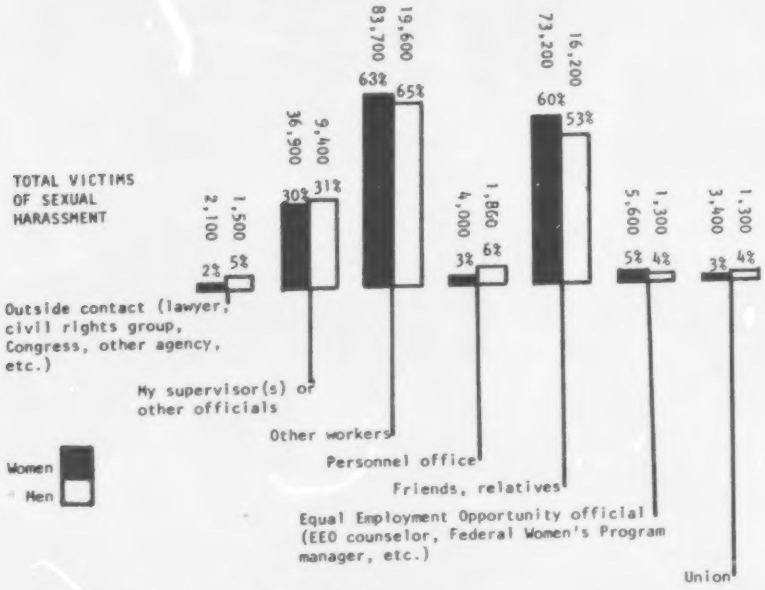
Percentage of Victims of Sexual Harassment Who Indicated That They Took the Following Informal Actions (Question 23a)



Total female respondents: 225,500
Total male respondents: 99,000

FIGURE M

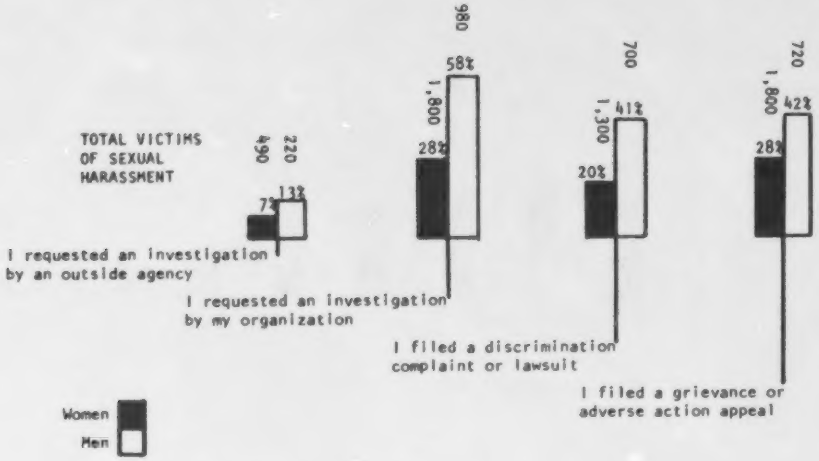
Percentage of Victims of Sexual Harassment Who Talked to the Following: (Question 27b)



Total female respondents: 223,700
Total male respondents: 97,500

FIGURE N

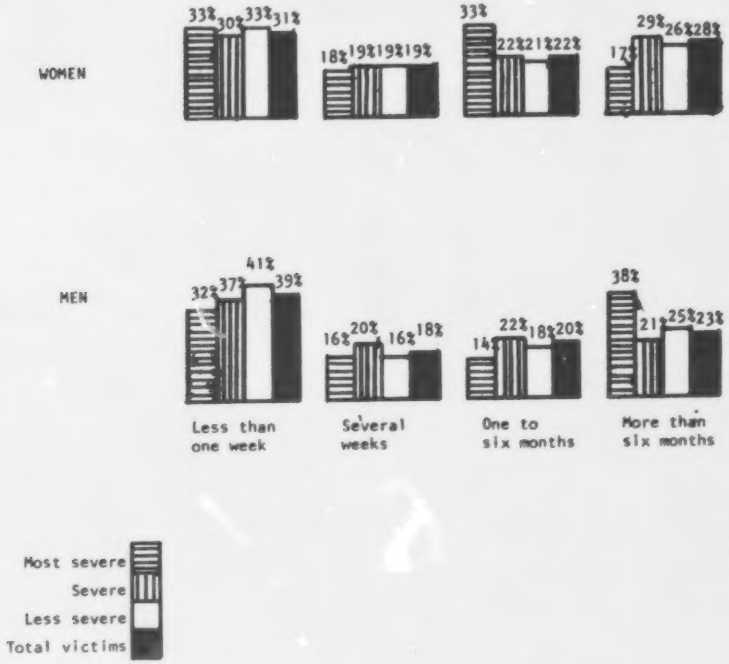
Percentage of Victims of Sexual Harassment Who Took the Following Formal Actions (Question 28b)



Total female respondents: 6,600
Total male respondents: 1,700

FIGURE O

Percentage of Narrators Who Indicated That the Duration of Their Incident Was as Follows: (Question 22)



Appendix E

Official Policy Documents

168

1. Memoranda of Understanding

NINETY-SIXTH CONGRESS

JAMES M. HANLEY, N.Y., CHAIRMAN
CHARLES W. STENHOLM, TEX.
GLADYS NOON SPELLMAN, MD.
DONALD JOSEPH ALBOSTA, MICH.
JOHN J. CAVANAUGH, NEBR.

GENE TAYLOR, MO.
JIM LEACH, IOWA

U.S. House of Representatives
SUBCOMMITTEE ON INVESTIGATIONS
OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE
122 CANNON HOUSE OFFICE BUILDING
Washington, D.C. 20515

December 26, 1979

Honorable Ruth T. Prokop
Chair
Merit Systems Protection Board
1717 H Street, N.W.
Washington, D. C. 20419

Dear Ruth:

I wanted to thank you again for your agency's excellent testimony before my Subcommittee on Investigations concerning the problem of sexual harassment in the Federal Government. Your cooperation was crucial to the success of the Subcommittee's hearings.

I feel that these hearings represent a significant first step towards alleviating this problem. It became clear during those hearings that a concerted effort was necessary to create a climate where the Federal employee would be free from sexual harassment. To ensure that our efforts to address this problem are coordinated and to facilitate cooperation between the agencies involved, I am sending you the enclosed Memorandum of Understanding for the Merit Systems Protection Board, as well as the memorandums for the Office of Personnel Management and the Equal Employment Opportunity Commission. These detail the steps that each agency agreed to undertake. They are intended to serve as a tool to ensure smooth and thorough implementation of the agreed-upon measures.

I hope these are helpful in highlighting areas where cooperation is necessary and to ensure that no vital concerns remain unaddressed. If there are any questions, please contact my Staff Director, Tom DeYulia, on 225-6295.

With every best wish, I am

Sincerely,

Jim Hanley

JAMES M. HANLEY
Chairman

Enclosures

MEMORANDUM OF UNDERSTANDING
BETWEEN THE
INVESTIGATIONS SUBCOMMITTEE
OF THE
POST OFFICE AND CIVIL SERVICE COMMITTEE
AND
THE MERIT SYSTEMS PROTECTION BOARD
CONCERNING
THE PROBLEM OF SEXUAL HARASSMENT OF FEDERAL EMPLOYEES

The Merit Systems Protection Board has agreed to conduct a thorough and authoritative survey on sexual harassment in the Federal workforce. The Board is sensitive to the fact that this will be the first scientifically constructed survey on the subject conducted in either the Federal or the private sector, and that it must be reliable.

The Board intends to survey as many as 20,000 Federal employees, unless a smaller number will ensure a reliable response. Men and women representing a cross-section of the Federal workforce will be randomly selected to participate in the survey. The survey will be pretested on members of this cross-section.

The survey will use OPM's government-wide definition of sexual harassment, and will address several issues including:

1. The degree to which sexual harassment is occurring within the Federal workplace, its manifestations and frequency;

2. Whether the victims or perpetrators of sexual harassment are found in disproportionate numbers within certain agencies, job classifications, geographic locations, racial categories, age brackets, educational levels, grade levels, et cetera;

3. What kinds of behavior are perceived to constitute sexual harassment and whether the attitudes of men and women differ in this respect;

4. What forms of express or implied leverage have been used by harassers to reward or punish their victims;

5. Whether victims of sexual harassment are aware of available remedies and whether they have any confidence in them;

6. The impact of sexual harassment on its victims in terms of job turnover, work performance, their physical or emotional condition, and their financial or career well-being; and

7. The effect of sexual harassment on the morale or productivity of the immediate work group.

The distribution and collection of the survey will be completed in such a fashion as to assure respondents that their anonymity and privacy will be protected.

The Board estimates the survey results will be available in four to six months. At that time, the Board will issue a report containing a summary of the legal aspects of sexual harassment, a discussion of current remedies for Federal employees and possible improvements and a compilation of important statistics derived from the survey results.

The Board noted that both the Board and the Special Counsel have the statutory authority to address and protect Federal employees from prohibited personnel practices such as sexual harassment. The Board expressed confidence that this authority would be used to create a supportive climate in which victims of sexual harassment will come forward to invoke the available sanctions.

MEMORANDUM OF UNDERSTANDING
BETWEEN THE
INVESTIGATIONS SUBCOMMITTEE
OF THE
POST OFFICE AND CIVIL SERVICE COMMITTEE
AND
THE OFFICE OF PERSONNEL MANAGEMENT
CONCERNING
THE PROBLEM OF SEXUAL HARASSMENT OF FEDERAL EMPLOYEES

The Office of Personnel Management has agreed to distribute within a matter of weeks its policy statement on sexual harassment, which was read during its testimony. This statement defines sexual harassment, and declares it to be a violation of the merit system and a prohibited personnel practice.

The Office of Personnel Management hopes that principles of equity will be developed in the course of resolving sexual harassment complaints through the Equal Employment Opportunity Commission and the Merit Systems Protection Board, and that these principles will guide the setting of appropriate penalties for particular types of offenses. After a number of cases have been tried, OPM will issue a statement describing the penalties set for particular offenses in order to make employees aware of the likely penalties that harassers may face.

The Office of Personnel Management has agreed to make training on sexual harassment issues available to employees in both supervisory and non-supervisory positions. OPM plans to give sexual harassment coverage in existing courses in the personnel management, equal employment opportunity and supervisory curriculum. In particular, within a matter of weeks OPM will develop in-house a three to four hour training module to be included in supervisory and interpersonnel relations courses. OPM staff trainers will also receive training on how to cover these issues. Furthermore, OPM intends to increase the depth of training as more information is available on the problem, and expects the Merit Systems Protection Board's survey to be helpful in this regard.

The Office of Personnel Management will also encourage each agency to take appropriate steps. OPM will encourage each agency to set up their own training programs and to use the materials OPM is developing. Also, each agency will be asked to issue its own statement on sexual harassment, and this statement should follow OPM's directive. OPM will offer technical assistance to agencies in both efforts.

The agencies will also be urged to emphasize training on sexual harassment issues as part of their new employee orientation programs, and to make all their employees aware of the remedies available to victims and the penalties applicable to harassers. OPM will also urge the agencies to ensure that contractors are also protected from sexual harassment.

The Office of Personnel Management will assess agency compliance with sexual harassment laws on a continuing basis.

MEMORANDUM OF UNDERSTANDING
BETWEEN THE
INVESTIGATIONS SUBCOMMITTEE
OF THE
POST OFFICE AND CIVIL SERVICE COMMITTEE
AND
THE EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
CONCERNING
THE PROBLEM OF SEXUAL HARASSMENT OF FEDERAL EMPLOYEES

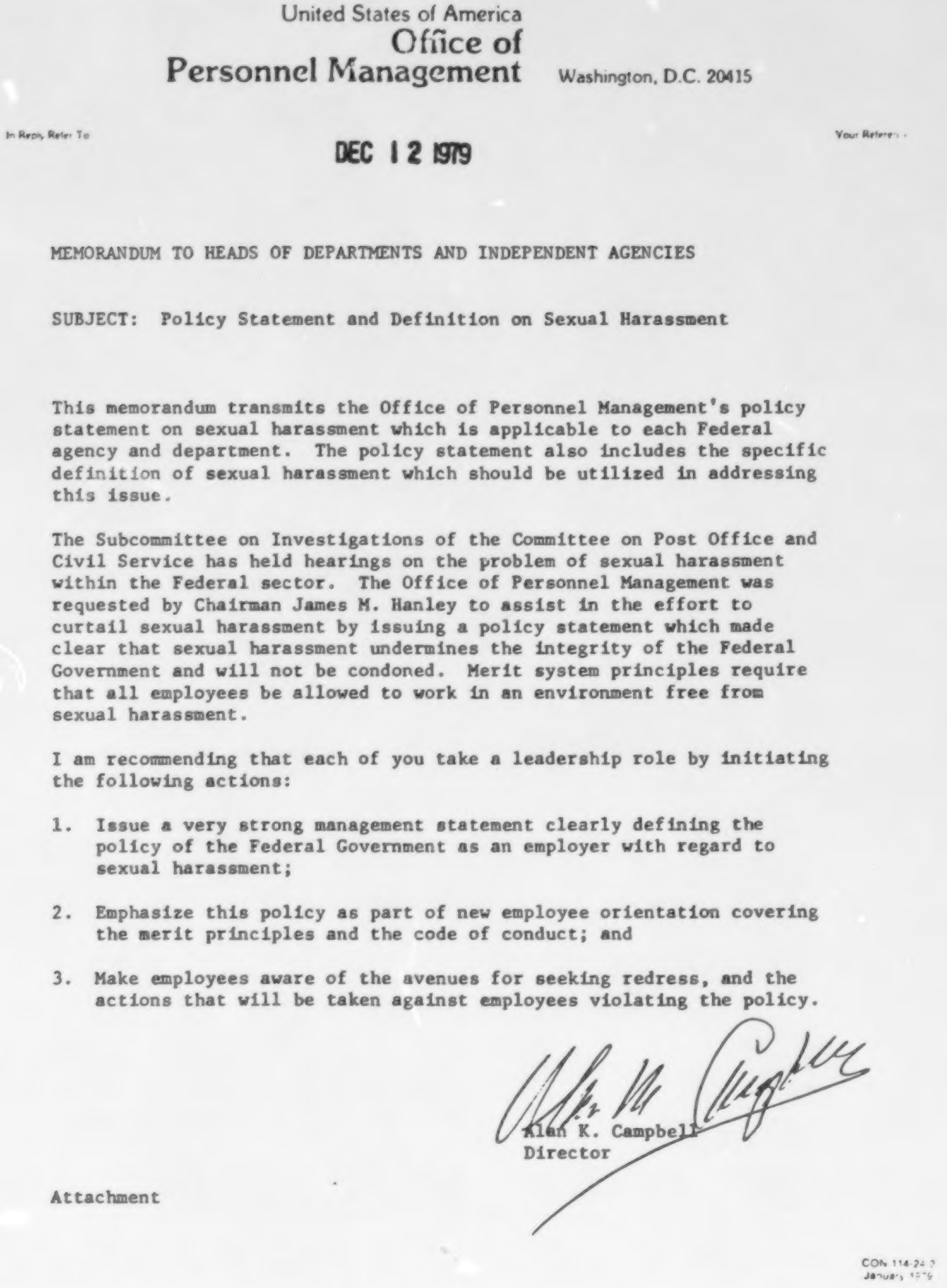
The Equal Employment Opportunity Commission is requiring each agency as a part of its affirmative action plan to inform Federal employees that coercive sexual advances are prohibited in the workplace by Title VII. The Commission will issue a directive defining sexual harassment prohibited by Title VII of the Civil Rights Act and distinguishing it from related behavior which does not violate Title VII. The Commission will also require agencies to take specific steps to make the work environment free of sexual intimidation.

The Commission is designing a training module on sexual harassment for equal employment opportunity personnel, and is working with the Office of Personnel Management to include coverage of sexual harassment issues in training for all new supervisory staff. The Commission will recommend that OPM extend this training to existing personnel.

The Commission will be issuing directives to Federal agency equal employment opportunity counselors which will also be circulated to Federal women's program officers, asking them to include sexual harassment information in their programmatic initiatives.

The Commission expects to be able to begin evaluating its pilot program in January or February, 1980. The Commission eventually hopes, through this or other initiatives, to reduce the average complaint processing period from 440 days to 100 days.

2. Office of Personnel Management Policy Statement and Definition of Sexual Harassment



United States of America
Office of
Personnel Management
Washington, D.C. 20415

In Reply Refer To

Your Reference

DEC 12 1979

MEMORANDUM TO HEADS OF DEPARTMENTS AND INDEPENDENT AGENCIES

SUBJECT: Policy Statement and Definition on Sexual Harassment

This memorandum transmits the Office of Personnel Management's policy statement on sexual harassment which is applicable to each Federal agency and department. The policy statement also includes the specific definition of sexual harassment which should be utilized in addressing this issue.

The Subcommittee on Investigations of the Committee on Post Office and Civil Service has held hearings on the problem of sexual harassment within the Federal sector. The Office of Personnel Management was requested by Chairman James M. Hanley to assist in the effort to curtail sexual harassment by issuing a policy statement which made clear that sexual harassment undermines the integrity of the Federal Government and will not be condoned. Merit system principles require that all employees be allowed to work in an environment free from sexual harassment.

I am recommending that each of you take a leadership role by initiating the following actions:

1. Issue a very strong management statement clearly defining the policy of the Federal Government as an employer with regard to sexual harassment;
2. Emphasize this policy as part of new employee orientation covering the merit principles and the code of conduct; and
3. Make employees aware of the avenues for seeking redress, and the actions that will be taken against employees violating the policy.

Alan K. Campbell
Director

Attachment

CON 114-24-[illegible]
January 1979

POLICY STATEMENT AND DEFINITION ON SEXUAL HARASSMENT

Federal employees have a grave responsibility under the Federal code of conduct and ethics for maintaining high standards of honesty, integrity, impartiality and conduct to assure proper performance of the Government's business and the maintenance of confidence of the American people. Any employee conduct which violates this code cannot be condoned.

Sexual harassment is a form of employee misconduct which undermines the integrity of the employment relationship. All employees must be allowed to work in an environment free from unsolicited and unwelcome sexual overtures. Sexual harassment debilitates morale and interferes in the work productivity of its victims and co-workers.

Sexual harassment is a prohibited personnel practice when it results in discrimination for or against an employee on the basis of conduct not related to performance, such as the taking or refusal to take a personnel action, including promotion of employees who submit to sexual advances or refusal to promote employees who resist or protest sexual overtures.

Specifically, sexual harassment is deliberate or repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature which are unwelcome.

Within the Federal Government, a supervisor who uses implicit or explicit coercive sexual behavior to control, influence, or affect the career, salary, or job of an employee is engaging in sexual harassment. Similarly, an employee of an agency who behaves in this manner in the process of conducting agency business is engaging in sexual harassment.

Finally, any employee who participates in deliberate or repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature which are unwelcome and interfere in work productivity is also engaging in sexual harassment.

It is the policy of the Office of Personnel Management (OPM) that sexual harassment is unacceptable conduct in the workplace and will not be condoned. Personnel management within the Federal sector shall be implemented free from prohibited personnel practices and consistent with merit system principles, as outlined in the provisions of the Civil Service Reform Act of 1978. All Federal employees should avoid conduct which undermines these merit principles. At the same time, it is not the intent of OPM to regulate the social interaction or relationships freely entered into by Federal employees.

Complaints of harassment should be examined impartially and resolved promptly. The Equal Employment Opportunity Commission will be issuing a directive that will define sexual harassment prohibited by title VII of the Civil Rights Act and distinguish it from related behavior which does not violate title VII.

3. Equal Employment Opportunity Commission Guidelines on Discrimination Because of Sex

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

29 CFR Part 1604

Discrimination Because of Sex Under Title VII of the Civil Rights Act of 1964, as Amended; Adoption of Final Interpretive Guidelines

AGENCY: Equal Employment Opportunity Commission.

ACTION: Final Amendment to Guidelines on Discrimination Because of Sex.

SUMMARY: On April 11, 1980, the Equal Employment Opportunity Commission published the Interim Guidelines on sexual harassment as an amendment to the Guidelines on Discrimination Because of Sex, 29 CFR Part 1604.11, 45 FR 25024. This amendment will re-affirm that sexual harassment is an unlawful employment practice. The EEOC received public comments for 60 days subsequent to the date of publication of the Interim Guidelines. As a result of the comments and the analysis of them, these Final Guidelines were drafted.

EFFECTIVE DATE: November 10, 1980.

FOR FURTHER INFORMATION CONTACT: Karen Danart, Acting Director, Office of Policy Implementation, Equal Employment Opportunity Commission, 2401 E Street, NW., Washington, D.C. 20506, (202) 634–7060.

SUPPLEMENTARY INFORMATION: During the 60-day public comment period which ended on June 10, 1980, the Commission received over 160 letters regarding the Guidelines on sexual harassment. These comments came from all sectors of the public, including employers, private individuals, women's groups, and local, state, and federal government agencies.

The greatest number of comments, including many from employers, were those commending the Commission for publishing guidelines on the issue of sexual harassment, as well as for the content of the guidelines.

The second highest number of comments specifically referred to § 1604.11(c) which defines employer liability with respect to acts of supervisors and agents. Many commentors, especially employers, expressed the view that the liability of employers under this section is too broad and unsupported by case law. However, the strict liability imposed in § 1604.11(c) is in keeping with the general standard of employer liability with respect to agents and supervisory employees. Similarly, the Commission and the courts have held for years that an employer is liable if a supervisor or an agent violates the Title VII, regardless of knowledge or any other mitigating factor. *Anderson* v. *Methodist Evangelical Hospital, Inc.*, ——— F.Supp. ———, 3 EPD ¶8282 (D.C. Ky. 1971), *aff'd* 464 F.2d 723, 4 EPD ¶7901 (6th Cir. 1972); Commission Decision No. 71–909, CCH EEOC Decisions (1973) ¶6193; Commission Decision No. 71–1442, CCH EEOC Decisions (1973) ¶6216. Furthermore, a recent 9th Circuit case on sexual harassment imposed strict liability on the employer where a supervisor harassed an employee without the knowledge of the employer. *Miller* v. *Bank of America*, 600 F.2d 211, 20 EPD ¶30,086 (9th Cir. 1979). In keeping with this standard, the Commission, after full consideration of the comments and the accompanying concerns, will let § 1604.11(c) stand as it is now worded.

A number of people asked the Commission to clarify the use of the term "agent" in § 1604.11(c). "Agent" is used in the same way here as it is used in § 701(b) of Title VII where "agent" is included in the definition of "employer."

A large number of comments referred to § 1604.11(a) in which the Commission defines sexual harassment. These comments generally suggested that the section is too vague and needs more clarification. More specifically, the comments referred to subsection (3) of § 1604.11(a) as presenting the most troublesome definition of what constitutes sexual harassment. The Commission has considered these comments and has decided that subsection (3) is a necessary part of the definition of sexual harassment. The courts have found sexual harassment both in cases where there is concrete economic detriment to the plaintiff, *Heelan* v. *Johns-Manville Corp.*, 451 F.Supp. 1382, 16 EPD ¶8330 (D. Colo. 1978), *Barnes* v. *Costle*, 561 F.2d 983, 14 EPD ¶7755 (D.C. Cir. 1977), *Garber* v. *Saxon Business Products*, 552 F.2d 1032, 14 EPD ¶7587 (4th Cir. 1977), and where unlawful conduct results in creating an unproductive or an offensive working atmosphere. *Kyriazi* v. *Western Electric Co.*, 461 F.Supp. 894, 18 EPD ¶8700 (D.N.J. 1978). For analogous cases with respect to racial harassment see *Rogers* v. *EEOC*, 454 F.2d 234, 4 EPD ¶7597 (5th Cir. 1971); *EEOC* v. *Murphy Motor Freight Lines, Inc.*, 488 F.Supp. 381, 22 EPD ¶30,888 (D.C. Mn. 1980).

The word "substantially" in § 1604.11(a)(3) has been changed to "unreasonably." Many commentors raised questions as to the meaning of the word "substantially." The word "unreasonably" more accurately states the intent of the Commission and was therefore substituted to clarify that intent.

It should be emphasized that the appropriate course for further clarification and guidance on the meaning of § 604.11(a)(3) is through future Commission decisions which will deal with specific fact situations. Since sexual harassment allegations are reviewed on a case-by-case basis, any further questions will be answered through Commission decisions which will be fact specific.

A fair number of comments were received on § 1604.11(d) which defined employer liability with respect to acts of persons other than supervisors or agents. Again, as in § 1604.11(c), the traditional Title VII concept prevails regarding employer liability with respect to those people other than agents and supervisory employees. Many commentors asked the Commission to clarify the meaning of "others." As a result, § 1604.11(d) has been separated into two subsections. The new § 1604.11(d) refers to sexual harassment among fellow employees and the liability of an employer in such a situation.

The new § 1604.11(e) refers to the possible liability of employers for acts of non-employees towards employees. Such liability will be determined on a case-by-case basis, taking all facts into consideration, including whether the employer knew or should have known of the conduct, the extent of the employer's control and other legal responsibility with respect to such individuals.

A number of people also raised the question of what an "appropriate action" might be under § 1604.11(d). What is considered to be "appropriate" will be seen in the context of specific cases through Commission decisions.

Section 1604.11(e) of the Interim Guidelines, which sets out suggestions for programs to be developed by employers to prevent sexual harassment, now becomes § 1604.11(f). The Commission has received many comments which state that this section is not specific enough. The Commission has decided that the provisions of this section should illustrate several kinds of action which might be appropriate, depending on the employer's circumstances. The emphasis is on preventing sexual harassment, and § 1604.11(f) intends only to offer illustrative suggestions with respect to possible components of a prevention program. Since each workplace requires its own individualized program to prevent sexual harassment, the specific steps to be included in the program should be developed by each employer.

Several commentors raised the question of whether a third party who was denied an employment benefit would have a charge cognizable under Title VII where the benefit was received by a person who was granting sexual favors to their mutual supervisor. Even though the Commission does not consider this to be an issue of sexual harassment in the strict sense, the Commission does recognize it as a related issue which would be governed by general Title VII principles. Subsection (g) has been added to recognize this as a Title VII issue.

After carefully considering the numerous comments it received, the EEOC made the above changes to the Interim Guidelines and, at its meeting of September 23, 1980, adopted them as the Final Guidelines on sexual harassment, subject to formal interagency coordination. Formal interagency coordination has been completed, and none of the affected agencies had additional comments. Therefore, these Guidelines become final as adopted at the Commission meeting of September 23, 1980.

Signed at Washington, D.C., the 3rd day of November 1980.

Eleanor Holmes Norton,

Chair, Equal Employment Opportunity Commission.

Accordingly, 29 CFR Chapter XIV, Part 1604 is amended by adding § 1604.11 to read as follows:

PART 1604—GUIDELINES ON DISCRIMINATION BECAUSE OF SEX

§ 1604.11 Sexual harassment.

(a) Harassment on the basis of sex is a violation of Sec. 703 of Title VII.[1] Unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature constitute sexual harassment when (1) submission to such conduct is made either explicitly or implicitly a term or condition of an individual's employment, (2) submission to or rejection of such conduct by an individual is used as the basis for employment decisions affecting such individual, or (3) such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile, or offensive working environment.

(b) In determining whether alleged conduct constitutes sexual harassment, the Commission will look at the record as a whole and at the totality of the circumstances, such as the nature of the sexual advances and the context in which the alleged incidents occurred. The determination of the legality of a particular action will be made from the facts, on a case by case basis.

(c) Applying general Title VII principles, an employer, employment agency, joint apprenticeship committee or labor organization (hereinafter collectively referred to as "employer") is responsible for its acts and those of its agents and supervisory employees with respect to sexual harassment regardless of whether the specific acts complained of were authorized or even forbidden by the employer and regardless of whether the employer knew or should have known of their occurrence. The Commission will examine the circumstances of the particular employment relationship and the job junctions performed by the individual in determining whether an individual acts in either a supervisory or agency capacity.

(d) With respect to conduct between fellow employees, an employer is responsible for acts of sexual harassment in the workplace where the employer (or its agents or supervisory employees) knows or should have known of the conduct, unless it can show that it took immediate and appropriate corrective action.

(e) An employer may also be responsible for the acts of non-employees, with respect to sexual harassment of employees in the workplace, where the employer (or its agents or supervisory employees) knows or should have known of the conduct and fails to take immediate and appropriate corrective action. In reviewing these cases the Commission will consider the extent of the employer's control and any other legal responsibility which the employer may have with respect to the conduct of such non-employees.

(f) Prevention is the best tool for the elimination of sexual harassment. An employer should take all steps necessary to prevent sexual harassment from occurring, such as affirmatively raising the subject, expressing strong disapproval, developing appropriate sanctions, informing employees of their right to raise and how to raise the issue of harassment under Title VII, and developing methods to sensitize all concerned.

(g) Other related practices: Where employment opportunities or benefits are granted because of an individual's submission to the employer's sexual advances or requests for sexual favors, the employer may be held liable for unlawful sex discrimination against other persons who were qualified for but denied that employment opportunity or benefit.

(Title VII, Pub. L. 88-352, 78 Stat. 253 (42 U.S.C. 2000e et seq.))

[FR Doc. 80-34981 Filed 11-7-80; 8:45 am]

BILLING CODE 6570-06-M

---

[1] The principles involved here continue to apply to race, color, religion or national origin.

4. Equal Employment Opportunity Commission Instructions for Prevention of Sexual Harassment in the Workforce Plans

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
WASHINGTON, D.C. 20506

October 15, 1980

OFFICE OF THE CHAIR

MEMORANDUM

TO: Heads of All Federal Agencies

FROM: Eleanor Holmes Norton
Chair

SUBJECT: Instructions for Prevention of Sexual Harassment in the Workforce Plans - MD-704 (Supplement to Affirmative Action Program Plans for Minorities and Women for Fiscal Year 1980)

Attached is a copy of EEOC's official Management Directive 704 (Prevention of Sexual Harassment in the Workforce Plans). As you are aware, on March 17, 1980, EEOC issued to all agencies copies of the Interim Interpretive Guidelines on Sexual Harassment and EEOC Management Directive on Sexual Harassment, which were effective immediately.

Several agencies submitted sexual harassment plans on May 1, 1980, the due date, pursuant to the interim EEOC Management Directive on Sexual Harassment. For all agencies who have not submitted their plans to date, please submit them by no later than 60 days after the effective date of this Management Directive.

This extension recognizes the initial tight time constraints for submitting those plans as well as the concern some agencies have raised as to whether to follow the interim EEOC Management Directive or whether to wait for the final Sexual Harassment Directive - MD-704.

If you have any questions regarding this directive, please do not hesitate to have your staff call Alfredo Mathew, Jr., Director, Office of Government Employment, 756-6060, or Fran Framer, Director, Office of Interagency Coordination, 634-6916.

Agencies should be diligent in meeting the new deadline. The sexual harassment problem has been documented in the federal government and considerable concern has been shown by Congress and others. After we assess agency experience, we shall consider whether additional guidance should be issued.

Attachment

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

EQUAL EMPLOYMENT OPPORTUNITY

MANAGEMENT DIRECTIVE

EEO-MD 704

DATE: September 23, 1980

TO THE HEADS OF FEDERAL AGENCIES

1. SUBJECT: INSTRUCTIONS FOR PREVENTION OF SEXUAL HARASSMENT IN THE WORKFORCE PLANS (SUPPLEMENTS TO AFFIRMATIVE ACTION PROGRAM PLANS FOR MINORITIES AND WOMEN FOR FISCAL YEAR 1980)

2. PURPOSE: This directive transmits the final guidelines on sexual harassment discrimination. The directive also clarifies instructions to agencies for the development, submission and implementation of agency plans to: (a) educate employees about their rights, responsibilities and remedies under the sexual harassment guidelines and (b) describe agency-initiated steps to eliminate discriminatory conduct. These plans are designated prevention of sexual harassment in the workforce plans.

3. EFFECTIVE DATE: September 23, 1980

4. AUTHORITY: These instructions are prepared pursuant to EEOC's authority under Section 717 of Title VII of the Civil Rights Act of 1964, as amended, 42 U.S.C. §2000e-16; Reorganization Plan Number 1 of 1978, issued pursuant to 5 U.S.C. 901 et. seq.; and Executive Order 11478 (34 F.R. 12985, August 10, 1969), as amended by Executive Order 12106 (44 F.R. 1053, January 3, 1979).

5. POLICY INTENT: Agencies shall submit prevention of sexual harassment in the workforce plans as supplements to their Transition Year Affirmative Action Plans. Several agencies already have submitted such plans in response to EEOC's March 12, 1980 formal request for comments on the interim sexual harassment guidelines. Agencies that have not yet submitted plans must do so within 60 days of the effective date of this Management Directive. The plans will be evaluated as part of the EEOC analysis of agency affirmative action submissions.

EEOC FORM 336 MAR 79

6. APPLICABILITY AND SCOPE: These instructions apply to all executive agencies (except the General Accounting Office), to military departments insofar as covered employees are concerned (definition in 5 U.S.C. 102), the U.S. Postal Service, the Postal Rate Commission, and those units of the legislative and judicial branches of the Federal Government and of the Government of the District of Columbia having positons in the competitive service, as specified in Section 717(a) of Title VII of the Civil Rights Act of 1964, as amended.

7. PLAN COMPONENTS: Each plan shall, at a minimum, contain brief descriptions of the following elements and the timetables for their implementation:

   o Specific steps to be taken by the agency to inform employees that charges of sexual harassment are cognizable under Title VII.

   o Proposed training, directives or other programs designed to inform supervisors and other agency personnel of their responsibilities to discourage explicit or implicit unwelcome verbal or physical conduct of a sexual nature in order to create and maintain a workplace free of sexual harassment.

   o Proposed agency codes of conduct or other materials designed to curtail conduct deemed prohibited under the guidelines.

   o Proposed methods to ensure accountability within the agency for maintaining a workplace free of sexual harassment.

   o Any other initiatives already undertaken or proposed by the agency to meet the requirements of the guidelines.

8. RESPONSIBILITIES:

   a. The head of each agency specified in Section 6 above shall be responsible for agency compliance with these instructions.

   b. EEOC will approve or disapprove agency prevention of sexual harassment in the work place plans and communicate results of its evaluation to the agency with instructions for submission of revised plans if required.

   c. EEOC will report to the President (pursuant to 29 CFR 1613.205) and to the Congress on the accomplishments of each agency, based on agency reports of FY 1980 accomplishments.

9. REPORTING REQUIREMENTS: Federal agencies and designated major operating components (as described in MD-702) are required to submit their sexual harassment plans to the Office of Government Employment, EEOC, 60 days after the effective date of this directive.

10. ATTACHMENTS: Final "Interpretive Guidelines on Sexual Harassment" are included as part of this directive, in order to provide guidance to agencies that must still develop and submit plans.

11. OTHER PROHIBITIONS AGAINST SEXUAL HARASSMENT: Office of Personnel Management Policy Statement, (December 12, 1979) Policy Statement and Definition on Sexual Harassment - Memo from Alan Campbell transmitting policy statement.

12. INQUIRIES: Further information concerning this directive may be obtained by contacting:

Equal Employment Opportunity Commission
Office of Government Employment
2401 E Street, N.W.
Washington, D.C. 20506
Attn: Bailey's Crossroads
Telephone: (703) 756-6040

Interagency Report Control Number

Clearance for this report has been applied for under interagency report control number 0229-EEO-XX in accordance with FPMR 110-11.11.

Preston David
Preston David
Executive Director

Appendix F

Agency Actions Regarding Sexual Harassment

Since hearings were first held on sexual harassment in the Federal Government in October and November 1979, by the Subcommittee on Investigations of the House Committee on Post Office and Civil Service, a number of agencies have taken steps to reduce sexual harassment.

- The Office of Personnel Management has issued a Government- wide policy statement calling sexual harassment a form of employee misconduct and a prohibited personnel practice.
- Both the Office of Personnel Management and many agencies have begun training Federal employees on the subject of sexual harassment.
- Many agencies have included actions to reduce sexual harassment in their Affirmative Action Program Plans.
- The Equal Employments Opportunity Commission has issued interpretive guidelines calling sexual harassment, under certain conditions, a form of discrimination on the basis of sex, which is prohibited under Title VII of the Civil Rights Act of 1964.

OPM Policy Statement

On December 12, 1979, the Office of Personnel Management (OPM), the Federal agency charged with administering and monitoring the Federal civil service, issued a Government-wide policy statement on sexual harassment (see Appendix E). Sexual harassment, which OPM defined as "deliberate or repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature which are unwelcome,"[1] was described as both "a form of employee misconduct which undermines the integrity of the employment relationship" and "a prohibited personnel practice when it results in discrimination for or against an employee on the basis of conduct not related to performance." The statement concluded, "(i)t is the policy of the Office of Personnel Management that sexual harassment is unacceptable conduct in the workplace and will not be condoned."

Most Agencies Have Also Issued Statements

The OPM policy statement was issued at the direction of the Subcommittee on Investigations, House Post Office and Civil Service Committee. Although the policy statement is applicable to all Federal departments and independent agencies, the Subcommittee also instructed OPM to urge agencies to issue their own directives prohibiting sexual harassment in accord with OPM's policy.

As of September 1980, 62 agencies had issued policy statements, 9 were in the process of preparing statements, and 2 had taken no action (see Table F-1). Of the 17 agencies named in the survey questionnaire (counting the Defense Department as "all other Defense" agencies; see Survey Question 55, Appendix C), 16 had issued statements and one had not (see Table F-2). Many of the agency statements repeat all or portions of the OPM statement. All define sexual harassment and prohibit it as a form of acceptable employee conduct.

These and other figures presented in this appendix were compiled from agency responses to a letter of inquiry regarding agency actions signed by James M. Hanley, Chairman of the Subcommittee on Investigations, House Committee on Post Office and Civil Service, dated August 5, 1980. At least 42 agencies had issued policy statements by the time respondents were completing the survey questionnaire (June 30, 1980, was used as the cutoff date); dates of issuance of 10 statements are unknown. At least 14 had issued statements by the time respondents were completing the survey questionnaire; the issuance date of one statement is unknown.

---

[1] Note that the OPM definition did not include unwanted materials of a sexual nature, which was a form of behavior included in the MSPB survey that was considered by more employees to constitute sexual harassment than any other type of behavior.

The strongest agency statements suggest that the agency has taken great interest in the matter. For example, OPM's language is adapted to the agency in question, examples of harassing behavior are given, and specific instructions on how to go about filing a complaint (including names and phone numbers of people designated to receive complaints) are provided. In addition, in many cases the agency head has taken a strong personal stand. One, for example, states: "I want to make clear to all ... my position: this agency will not tolerate sexual harassment of its employees." Another seems even more determined and does not stop with policy, "I strongly disapprove of sexual harassment in any form and wish to prevent this unlawful employment practice from occurring within our agency. If you believe you are being, or have been, subjected to any form of sexual harassment, please discuss the problem immediately with the agency EEO officer ... If this is at all unsatisfactory, you may raise the question with the agency EEO counselor at the Agency Liaison Division."

In contrast, the weakest agency policy statements seem to have a detached, almost apologetic tone. One, for example, begins, "Although there has been no evidence of widespread sexual harassment within (this agency) ..." and suggests that publicity, rather than an existing or potential problem, necessitated "clarification of the Department's position." This agency was also shown to have higher than average rates of sexual harassment for both men and women.

In addition to stating that sexual harassment is against agency policy, all agency policy statements warn employees that disciplinary actions will be taken if the policy is violated.

Employee Training on Sexual Harassment

OPM Module Used. In January 1980, OPM developed a training module on sexual harassment designed to inform participants that sexual harassment is a prohibited personnel practice and a violation of merit system principles. The module addressed the course of action to be taken if sexual harassment is experienced or observed. Using a workshop format, the training also provides for discussion of differing perceptions of what constitutes sexual harassment and the impact of harassment on employer morale and productivity. Although the 3 to 4 hour module can be used separately, it is typically incorporated into such OPM interagency training courses as Introduction to Supervision, Interpersonal Communications, and EEO Counselor Training. OPM estimates that by September 1980, approximately 8,800 Federal workers had been trained in Washington and the regions using the OPM module or a variation.[2] In the Fall of 1980, the OPM EEO Institute began offering a 2-day training course on sexual harassment which explores the subject and remedies in much more depth than the original OPM module.

Training Module for EEO Counselors

At the direction of the Subcommittee on Investigations, the Equal Employment Opportunity Commission, in cooperation with OPM, has developed a training module on sexual harassment for use in training equal employment opportunity (EEO) counselors. The module is available through OPM's EEO Training Institute and to other agencies for use in their in-house training. It is not known how many people have been trained with this module.

Agency Training. There has been no systematic approach to training on sexual harassment among the agencies. As directed by the Subcommittee on Investigations agencies have also begun providing training on the subject of sexual harassment for their employees. (see Table F-1) As of September 1980, 20 agencies had begun training, and another 19 planned training for FY 1981. Of the agencies estimating the percentage of employees trained, none had trained all of its employees.

Generally, managers have been the first to be trained, but some agencies have trained equal percentages of managers and nonmanagerial employees. The exact content of the agency training courses varies, but a number have indicated they are using, or plan to use, the OPM module. Others, such as the Department of Navy, have developed and administered their

---

[2] Hearings before Subcommitte on Investigations of the House Committee on Post Office and Civil Service on Sexual Harassment in the Federal Government, 2nd Sess., September 25, 1980, pp.32-33.

TABLE F-1

Summary of Agency Actions Regarding Sexual Harassment as of September 1980 1/

AGENCY ACTION	NUMBER OF AGENCIES	
Policy Statements Issuance		
Had Issued	62	
Before June 30, 1980 2/		(42)
After June 30, 1980		(10)
Issuance date unknown		(10)
Had not issued 3/	11	
Employee Training		
Training conducted	20	
No training conducted	32	
Planned training for FY 1981		(19)
No information on planned training		(13)
No response	21	
Percentage of Employees Trained		
Managers/supervisors only	7	
Both managers and employees	6	
Other (including EEO officials)	4	
No estimate given	3	
Affirmative Action Program Plan Supplements on Sexual Harassment		
Had submitted to EEOC	29	
Had not submitted	26	
No response	14	
Not applicable	1	
Status and/or applicability unknown	3	

1/ Data compiled from agency responses to a letter of inquiry regarding agency action signed by James M. Hanley, Chairman of the Subcommittee on Investigations, House Committee on Post Office and Civil Service. A total of 73 agencies were questioned.

2/ Date by which respondents had filled out and returned MSPB survey questionnaires.

3/ State Department was waiting for adoption of EEOC Guidelines; Office of Management and Budget had reviewed its policy but saw no need for a formal statement since it had not had any complaints of sexual harassment. The remainder of agencies that had not issued statements were in the process of preparing them: Department of Education (which was not formed until May 7, 1980), Commission on Civil Rights, Equal Employment Opportunity Commission, Federal Emergency Management Agency, Inter-American Foundation, National Capital Planning Commission, Panama Canal Commission, Pennsylvania Avenue Development Corporation, and U.S. Metric Board.

TABLE F-2
Summary of Actions Regarding Sexual Harassment Taken by 17 Agencies
Named in Survey Questionnaire as of September 1980 a/

AGENCY	POLICY STATEMENTS				EMPLOYEE TRAINING		AFFIRMATIVE ACTION PLAN SUBMITTED?
	Statement Issued?	Time of Issuance b/	Issued Directly to All Managers and Employees?	Estimated Percentage of Managers and Employees Aware of Policy	Conducted?	Estimated Percentage Trained	
Agriculture	yes	Before survey	yes	100%	Planned for FY 1981	NA	yes
Air Force	yes	Before survey	yes	100%	No, but required by policy statement	NA	yes
Army	yes	Before survey	No response	No response	No response	NA	No response
Commerce	yes	Before survey	yes	100%	yes	No estimate given	yes
Energy	yes	Before survey	yes	100%	No (plans to survey needs)	NA	yes
General Services Administration	yes	Before survey	yes	No response	yes	10% of managers. Employee training planned.	no
Health, Education and Welfare c/	yes	Before survey	d/	d/	e/	e/	f/
Housing and Urban Development	yes	Before survey	yes	No response	yes	Some	no
Interior	yes	Before survey	yes	No response	No, but putting it together	NA	no
Justice	yes	Before survey	yes	100%	yes	Most managers and supervisors	no
Labor	yes	Before survey	No. Sent in employee newsletter.	No response	Planned	NA	yes
Navy/Marine Corps	yes	Before survey	yes	85% of managers 50% of employees	yes	All top managers; civilian training planned for FY 1981	yes
State	No. Waiting for EEOC guidelines	NA	NA	NA	No response	NA	No response
Transportation g/	yes	After survey	NA	NA	No response	NA	no
Treasury	yes	Before survey	yes	100%	yes	550 (managerial status not given)	yes
Veterans Administration	yes	Date of issuance unknown	No (to managers only)	No response	Planned for FY 1981	NA	no
Defense ("All other Defense Agencies")	yes	Before survey	yes	No response	Planned for September 1980	NA	yes

a/ Data compiled from agency responses to a letter of inquiry regarding agency action signed by James M. Hanley, Chair of the Subcommittee on Investigations, House Committee on Post Office and Civil Service.

b/ Time of issuance reported as "before survey" or "after survey," that is, before or after June 30, 1980, the date by which respondents had completed and returned the MSPB questionnaire.

c/ After the survey questionnaire was printed, the Department of Health, Education, and Welfare became the Department of Health and Human Services and the Department of Education. HEW issued a policy statement in 1979; as of September 1980, HHS had issued a statement and Education's was in process.

d/ HEW was not questioned by the Subcommittee since it no longer existed. HHS estimated that at least 75% of its managers and employees were aware of its policy statement.

e/ HHS estimated it had trained approximately 10% of its managers and employees; Education did not respond.

f/ HHS had not submitted a plan; Education did not respond.

g/ Policy statement was being printed when agency was questioned.

own structured courses that deal in a more systematic way with the recognition and prevention of sexual harassment than does the OPM module. In addition, the Federal Women's Program in many agencies has sponsored lectures and workshops to raise the level of awareness among employees about the issue.

Sexual Harassment Has Been Addressed In Agency Affirmative Action Program Plans

In March 1980, the EEOC instructed agencies to include as supplements to their Fiscal Year 1980 Affirmative Action Planning Process, a plan indicating what steps they would take to prevent sexual harassment of their employees. The documents were to describe agency plans to prevent sexual harassment through training and/or other methods. Several agencies submitted supplements by the May 1, 1980 deadline, and as of September 1980, 29 agencies (including 8 of the agencies named in the survey) had submitted supplements to EEOC. (see Table F-1). The remaining agencies again were instructed in a management directive dated September 23, 1980, to submit supplements which would be evaluated as part of the EEOC analysis of agency affirmative action submissions (see Appendix E).

Special Services Are Available in a Few Agencies

Some Federal agencies have set up special services for their employees with regard to sexual harassment. For example, the General

Services Administration's Office of Civil Rights, is in the process of setting up a direct telephone line solely to handle calls from (GSA) employees alleging incidents of sexual harassment. The line will provide callers with information on remedies and how to document the sexual harassment allegations.[3] The Naval Material Command also maintained a toll free 24-hour recorded message service for approximately 5 months, primarily to gather information on the extent and nature of sexual harassment of Navy civilian and military personnel.[4]

Both GSA and the Naval Material Command feel their efforts have been worthwhile and successful in meeting their purposes. In the case of GSA, initial efforts identified a need and means for meeting the need subsequently were devised. The Chief of the Naval Material Command felt that just the existence of the message service reinforced his policy statement that sexual harassment would not be tolerated. Analysis of the incidents described (e.g., job status of harasser and victim) and the needs of victims (e.g., for more information on remedies) is aiding in the development of training courses.

The EEOC Has Declared Sexual Harassment A Violation of the Civil Rights Act

In September 1980 the Equal Employment Opportunity Commission adopted and subsequently published in November 1980, guidelines interpreting sexual harassment as discrimination on the basis of sex under certain circumstances and a violation of Section 703 of Title VII of the Civil Rights Act of 1964 (see Appendix E).

The EEOC Guidelines essentially formalized the Federal Government's position in regard to sexual harassment as a form of discrimination under Title VII. The several court cases filed and decided before the issuance of the guidelines had variously interpreted several issues, including (a) whether sexual harassment is in fact discrimination on the basis of sex, (b) whether a tangible loss or adverse personnel action must be involved to make sexual harassment illegal under Title VII, and (c) whether an employer is liable for the conduct of its employees. See Appendix H for a further discussion of the case law surrounding sexual harassment.

The EEOC Guidelines addressed these issues by affirming (a) that sexual harassment is a form of discrimination on the basis of sex when submission is a condition of employment, when submission or rejection is a basis for employment decisions, or when the behavior interferes with an individual's work performance or creates an intimidating, hostile, or offensive work environment, and (b) that in many instances employers are not only responsible for the conduct of their supervisors and their agents and for conduct between coworkers, but may even be responsible for conduct of nonemployees toward employees.

In addition the Guidelines note that when employment opportunities or benefits are granted because of an individual's submission to an employer's advances or requests for sexual favors (i.e., sexual favoritism), the employer may be liable for sex discrimination against other persons who were qualified for but were denied that benefit. In other words, although sexual favoritism is not sexual harassment, it may be considered sex discrimination against others in the office.

These Guidelines are just that—guidelines. Although they are afforded some weight by the courts, they are not necessarily binding on any court. Nevertheless, the EEOC Guidelines, by clarifying a number of issues, do open up new options for Federal workers who seek relief from sexual harassment and any negative consequences that may arise from it. They also have sparked considerable debate by those who consider them too vague and overreaching in assigning management responsibility. Ultimately, the courts will decide.

Most Agencies Have Informed Employees of Remedies

Most agencies have made some effort to inform employees of avenues of relief and redress. Many did so in their policy statements, which most agencies indicated were distributed to all employees at the time of issuance (See Table F-2) and many enclose information in orientation packets for new employees. At a minimum, most policy statements informed employees that sexual harassment may be prohibited discrimination.

---

[3] Based on information provided by Lynne Billman, Ph.D., National Federal Women's Program Manager, General Services Administration.

[4] Based on information provided by Constance Price, Federal Women's Program Manager, Naval Material Command.

However, some agencies appear to have been more helpful than others in giving employees information on remedies in policy statements. Some refer employees to the agency personnel office, EEO office, or employee handbook. Some give information on several legal recourses and provided names and telephone numbers of people to contact under different circumstances. A few agencies distributed a special information packet containing a copy of the EEOC Guidelines and a detailed outline of procedures for filing a discrimination complaint.

Few Formal Complaints Have Been Filed

Although little information is available, it appears that agencies have processed few formal EEO complaints of sexual harassment. In addition, the Office of the Special Counsel of the Merit Systems Protection Board, which may become involved in complaints of sexual harassment in several ways, both as an appeals body and an investigative body, estimates that cases involving sexual harassment constitute less than 1% of cases it receives.[5] Likewise, the EEOC reports few cases involving sexual harassment. Of the 6,299 discrimination complaint cases resolved by Federal agencies between January 1 and October 24, 1979, only 39 (or 0.6%) involved allegations of sexual harassment. During FY 1980, EEOC conducted only about 17 hearings on Federal complaints of sexual harassment.[6]

Substantial delays in processing EEO complaints has been a problem. EEOC reported that the average processing time for Federal EEO complaints that are investigated by the agencies themselves is 440 days.[7] The costs of processing EEO complaints were not readily obtainable, but given the lengthy average processing time, the costs per complaint are obviously considerable.

Few Cases of Discipline Are Reported

Between November 1977 and August 25, 1980, 21 employees in 4 Federal agencies (the Departments of Housing and Urban Development, Labor, Treasury, and Interior) were reported to have been disciplined for sexual harassment—13 supervisors, 5 nonsupervisory employees, and 3 others whose supervisory status is unknown.[8] Disciplines ranged from public apology (1 instance) to removal from the job (7 instances, including at least one nonsupervisor). Other forms of discipline were admonishment (2 instances), verbal reprimand (1 supervisor), letter of warning (1), 10-day suspension (1 supervisor), downgrade and reassignment (1 supervisor). The form of discipline in 7 cases is unknown.

---

[5] It should be noted that this figure could be higher. In cases involving discrimination complaints, the Special Counsel's Office, though it has authority, usually defers to EEOC and agency authority; data from letter from Mary Eastwood, Acting Special Counsel, to James M. Hanley, Chairman, House Committee on Post Office and Civil Service, October 9, 1980.

[6] Based on testimony of Eleanor Holmes Norton, Chair, EEOC, before Subcommittee on Investigations, November 1, 1979, and September 25, 1980.

[7] Hearings before the Subcommittee on Investigations, September 25, 1980, p.45.

[8] Compiled from data from hearings before the Subcommittee on Investigations, September 25, 1980, p. 34, and a special report prepared for OPM, dated 8/25/80.

Appendix G

Survey of the Literature

Sexual harassment in the workplace has received a great deal of attention in recent years. Conferences have been held, sourcebooks and guidebooks for individuals, employee groups, employers, civil rights and welfare agencies, and women's groups have been compiled, policy statements have been written, legal guidelines have been issued, legislation has been proposed—and an abundance of literature on the topic has been published.

Most of what has been written on sexual harassment has focused on the problem as it affects women. Generally, the literature has been of five types: theory and analysis, studies and surveys, books and articles written for the popular press, legal commentaries, and guides for dealing with the problem. This section reviews the theoretical and analytical writings and the studies and surveys (see Appendix H for a review of legal cases).

The usefulness of the theoretical and analytical literature in understanding sexual harassment varies a great deal, depending on the purpose of the piece and the frame of reference of the writer. Some have approached the topic from a feminist point of view, regarding harassment exclusively as a women's issue; others have viewed it more broadly as a topic for scientific research.

Many writers, drawing primarily on case studies of individual women, have focused on the victims of harassment: who the victims are, how they respond to harassment, and how they are affected. Other writers have sought a more general understanding. In addition to looking at victims, they have attempted to explain the existence of harassment—and sometimes have proposed solutions based on their theories. Most believe that sexual harassment has little to do with sexuality. Although some view it in terms of socialization, many maintain harassment is an expression of power and hostility. Theorizing on the causes frequently has led to speculation about the vulnerability of certain groups to harassment. Women in low-status, low-paying jobs, minority women, and unmarried women supporting families as well as themselves are seen as most vulnerable to the exercise of power by superiors since they stand to suffer most when their jobs are threatened. Women in traditionally male jobs are seen as frequent victims because of male hostility to women entering their domain; at the same time, women in traditionally female jobs (particularly clerical and service workers) are expected to have high rates of harassment not only because their jobs are of low status, but because women in these jobs traditionally have been expected to serve the needs of men. Finally, young, unmarried, and relatively attractive women are thought to be vulnerable socially.

Constance Backhouse and Leah Cohen (1978),[1] in *The Secret Oppression: Sexual Harassment of Working Women*, assert that harassment is a means by which men keep women subordinate in the workplace; they propose a variety of legal remedies and suggest steps individuals, unions, and employers might take to deal with the problem. Lin Farley (1978), in *Sexual Shakedown: The Sexual Harassment of Women on the Job*, traces harassment to the growth of capitalism. Claiming that harassment is the way capitalism and patriarchy have converged to be mutually reinforcing of women's inferior position in the labor force, she places little faith in legal remedies and advocates that women organize to protect themselves.

Bularzik (1978) regards harassment as a means of social control arising at the turn of the century out of men's hostility to women entering a domain once exclusively their own; through harassment men control women's access to certain jobs, limit their success and mobility, and thus compensate for powerlessness in their own lives.

---

[1] For complete reference information, see the Annotated Bibliography, Appendix H.

Hooven and McDonald (1978) believe that the conditions of work under capitalism are a factor in women's vulnerability to harassment. They see harassment in terms of the exploitation of a powerless worker group within an economic system that requires that one group remain subordinate. Sexual harassment, they argue, serves to keep women in their place both as women and as workers; "uppity" behavior (e.g., refusing sexual demands) threatens the system. They wonder whether it is possible to eliminate the conditions of work that lead to sexual harassment—low-status, low-paying jobs for women—without abolishing capitalism itself.

Silverman (1976-77) also explores the dependence of women on men in power. She views harassment as an exchange transaction akin to prostitution whereby men grant economic favors in return for sexual favors. She advocates that women organize to conduct public education campaigns focusing on sex stereotypes and ways to change the work situation.

Several writers have seen harassment as an inappropriate carryover of sex into the workplace. The late Margaret Mead (1978) called for a general taboo against sexuality at work. She believed that is the only way of ensuring women equal treatment and opportunity at work. Gutek and Nakamura (1980) consider this is too drastic a measure, one that would eliminate many benefits. Instead, they recommend the development of workplace conditions that would permit positive forms of sexuality and eliminate negative forms. One necessary condition, they believe, is "a clear understanding of sex roles and work roles and a commitment to separate the two." This is most easily done, they believe, when approximately equal numbers of males and females are employed in the various job categories, because "jobs that are exclusively one sex are likely to be based on and perpetuate sex role characteristics." The second condition is a commmitment on the part of organizations and individuals to refrain from using organizational resources (for example, power to hire and fire) to further personal interests.

A number of informal surveys and studies of harassment have been conducted. Some have attempted to determine the extent of harassment, while others have studied groups already identified as victims. As with the theoretical writings, the usefulness of these studies in gaining a clear picture of harassment varies considerably. Many of the surveys have involved self-selected (and often very small) samples. Moreover, the surveys have varied in design, scope, time frame for reporting incidents (e.g., past 2 years vs. working lifetime), and definition of harassment used, making comparisons of findings difficult.

The earliest of the surveys was conducted in 1975 by Working Women United. One hundred fifty-five women who either attended a "Speak Out" on sexual harassment or were members of a civil service employees union filled out a questionnaire about their experiences. Harassment was defined as "any repeated and unwanted sexual comments, looks, suggestions or physical contact that you find objectionable or offensive and that causes you discomfort on your job." Seven in every 10 women reported having experienced such behavior at least once during their work careers.

The next year, *Redbook* (Safran, 1976) brought the issue to national attention when it reported responses to a questionnaire printed in its January 1976 issue. Nine thousand readers returned the questionnaire, making it the largest survey on the topic until the study reported in this document. Noting that women who felt strongly about harassment, probably because they had experienced it, were likelier to return the questionnaire, *Redbook* reported that approximately 9 out of every 10 women responding had been harassed by male coworkers or supervisors at some time during their working lives.

Kelber (1977) reported the results of a questionnaire survey of male and female professional and clerical employees of the United Nations. Of the 875 responding, half of the women and nearly a third of the men had experienced sexual pressures or were aware that such pressures existed in the organization.

New Responses, Inc. (1979) asked 250 male and female employees of three Federal Government agencies who were attending NRI workshops at the invitation of the employing agencies to fill out a questionnaire about their experiences. Of the 198 responding (98% were female) 4 out of 10 said they had encountered, in their current or former job, a situation in which they had been made to feel that their "employment situation would suffer unless they met sexual demands or tolerated continuing sexual overtures."

The *Impact Journal* asked readers who were employed by the U.S. Department of Housing and Urban Development to return a questionnaire on harassment printed in its May/June 1979 issue. The July/August 1979 issue ("Sexual Harassment Rampant at HUD," 1979) then related the responses of the 63 women who reported having been "approached by an immediate supervisor or subordinate and invited to engage in sexual activities." The *Journal* did not indicate the number returning the questionnaire, but did report that 11% of the incidents involved a woman bothering a female coworker. The publicity surrounding this survey focused attention for the first time on harassment in the Federal work force.

The Working Women's Institute (1979) reported on 92 women who had written the Institute that they had experienced sexual harassment on the job and subsequently answered a questionnaire on their experiences.

Of the four studies identified that used some scientific methods of sample selection, two used questionnaires to gather information, one conducted telephone interviews, and one conducted personal interviews. Only one included both men and women.

Carey's (1977) study involved personal interviews with 401 working women in San Antonio, Texas. Participants were limited to acquaintances of the interviewers, but a quota sample was used to obtain a balanced representation of occupations. All 401 women reported having experienced harassment at some time during their working lives.

Livingston (1979) sent questionnaires to all 980 female faculty and staff of a mid-sized state university. Just over half of the 114 responding (52%) reported having received "unwanted sexual comments, looks, suggestions, or physical contact that they found objectionable or offensive."

In the study most similar to the one reported in this document (Sangamon State University, 1979), questionnaires were sent to 4,859 female employees of 51 Illinois state departments, agencies, boards, and commissions (15% of the population). Preliminary results indicated that nearly 6 in every 10 of the 1,495 women responding (59%) had experienced, during the past 2 years in their present place of employment, one or more types of harassment that made them feel "humiliated or threatened."

In the one study that involved both men and women, Gutek, Nakamura, Gahart, Handschumacher, and Russell (1980) conducted telephone interviews with 178 men and 221 women whose telephone numbers had been selected at random from the central and western Los Angeles telephone books. Instead of defining harassment, the researchers asked respondents to comment on five types of social-sexual behavior that might be considered harassment: verbal comments and remarks of a sexual nature perceived to be positive; comments perceived to be negative; nonverbal behaviors of a sexual nature (e.g., leering, gesturing, touching or brushing against); requests to socialize or date with the understanding that denial would hurt the job situation and acceptance would help; and requests for sexual activity with the same understanding. The most common experience was positive verbal comments, with nearly half of both men and women 46% and 47%, respectively) reporting having had such experiences on their present job. Requests for sexual activity, the least common experience, were reported by 6% of the men and 11% of the women.

Writers and researchers generally have addressed one or more aspects of harassment: incidence; characteristics of victims, harassers, and the workplace; responses of victims; and consequences for victims. This review looks at what has been written and reported on these aspects. It is not intended to be an exhaustive review of the literature; rather its purpose is to identify and examine some of the issues surrounding the problem of sexual harassment.

Problems of Definition

An immediately apparent problem in considering sexual harassment is the lack of a uniform definition of the term. Though somewhat consistent, the definitions used by writers and researchers have differed on some important points. Is harassment something that can happen only to women (Farley, 1978)? To be regarded as harassment, must the behavior occur more than once (Working Women United Institute, 1975)? Must it be deliberate?[2] Can the recipient merely find the behavior objectionable and offensive, a source of discomfort (Working Women's United Institute, 1975), or must it involve a demand tied to negative job consequences if denied (New Responses, 1979)—or to positive consequences if granted? Must the initiator be in a position to affect the victim's immediate job, job advancement, or career—or can subordinates and coworkers also be harassers?

---

[2] The Office of Personnel Management definition says "repeated or deliberate."

On one point, writers and researchers seem to agree: sexual harassment is nonreciprocal behavior and does not include mutually satisfactory, no-job-related-strings-attached relationships in the office. Most also agree that harassment can involve a wide range of verbal, visual, and physical behaviors.

It appears that at some level of harassment there is an element of subjectivity; whether a particular experience is seen as innocuous and tolerable, offensive, or threatening may depend in part on the victim—and perhaps even on the person exhibiting the behavior (see, e.g., Safran, 1976).

Gutek, Nakamura, and their associates (1980) explored perceptions by asking respondents whether they regarded each of five types of behavior as harassment. Most thought that requests to socialize and requests for sexual activity, both with the understanding that denial would hurt the job situation and compliance would help, constituted harassment (85% and 82%, respectively), but only 20% considered positive sexual comments to be harassment. Except for requests for sex, men and women differed on what they thought harassment was. For example, only one-third of the men (35%), but two-thirds of the women (66%) thought nonverbal behaviors such as leering, gesturing, and touching constituted harassment.

Incidence

For several reasons it is impossible to draw any but the most general conclusions about the extent of harassment from the studies previously discussed. Among other difficulties, samples have been small and/or unscientifically selected, information-gathering techniques have varied, and different definitions of harassment have been used. Further, the questions about experiences with harassment have been posed in different ways; some asked about experiences over the working career, some have specified the present job or present place of employment, and others have used a question that was ambiguous as to time frame. It is obvious that rates of harassment over a working career would be higher than rates measured over a finite period.

Among the studies that have had some degree of scientific control, the incidence rates among working women over their working lifetimes have ranged from 52% (Livingston, 1979; questionnaire survey) to 100% (Carey, 1977; personal interviews).

Some have speculated that harassment of men, if it occurs at all, is very infrequent, much less common than among women. Since men rarely have been studied as potential victims, there is very little evidence on this point. Gutek, Nakamura, and their associates (1980) found no significant differences between men and women in reports of five types of social-sexual behavior (although women did report more incidents in each category, and a greater percentage of men had experienced only one type of behavior). It should be be noted, however, that the researchers questioned their findings for males and speculated that while females were reporting experiences that were both ego enhancing and harassing, the males were reporting primarily ego-enhancing incidents. In fact, elsewhere Gutek and Nakamura (1980) assert that harassment of men is rare, affecting perhaps 1% to 5% of men during their working lives.

Other researchers also have attempted to learn the extent of various types of harassing behaviors. It appears that harassment (given the right of the recipient ultimately to judge what is harassing) manifests itself in a variety of ways—from flattering or derogatory comments, through nonverbal behavior in the form of looks and gestures, touching, use of materials of a sexual nature, and pressure for dates or sexual favors, to attempted or actual rape or assault. The harassing behavior may be primarily an effort to attract attention, or it may have a quid pro quo element. The harasser may threaten negative job consequences if denied or promise rewards if accepted.

Again, it is difficult to assess the incidence of different forms of sexual harassment, because researchers have worded questions differently, used varying definitions of sexual harassment, and employed different time frames. At most it can be concluded that verbal harassment and the less-than-coercive forms of nonverbal harassment, such as cornering, touching, pinching, are far more common than the more coercive forms, such as pressure for sexual favors or attempted or actual rape or sexual assault.

Characteristics of Victims

The typical victim of sexual harassment frequently is described as a young, unmarried, and often attractive woman working in a low-paying, low-status job. Women in traditionally male or traditionally female jobs often are viewed as most vulnerable. What little evidence there is on victim characteristics is mixed.

Age. Some studies have found that female victims tend to be young—in their thirties or younger (Gutek and Nakamura, 1980; Safran, 1976; Working Women's Institute, 1979). In fact, the one study that analyzed incidence of harassment by demographic factors (Livingston, 1979) found that of marital status, current job, age, and total years of work experience, only age was related to experience of harassment (generally, the younger the woman, the more likely the experience). However, all studies have reported that women of all ages are victims of harassment.

Occupation, Socio-economic Status, Income, Education, Race. This cluster of seemingly related demographic characteristics has been examined to some extent by several writers and researchers. Several studies have deliberately involved women in a range of occupations or at varying skill levels, but few have compared incidence of harassment among these groups. While the Working Women surveys (Working Women's Institute, 1979; Working Women United Institute, 1975) gave some evidence that victims tend to be working in low-status, traditionally female jobs (as waitresses, clerical workers), Carey (1977) found that women in a wide range of jobs, from unskilled to professional, had been harassed, and Livingston (1979) found no relationship between current occupation (technical/clerical, supervisor, or professional) and experience of harassment. No study has specifically examined the question of harassment of women working in traditionally male occupations, but Martin (1978), observing male-female relationships in the police department of a large city, noted a great deal of harassment of women police officers.

As to income, the Working Women's Institute (1979) found, not surprisingly since most of the 92 victims it surveyed were working in unskilled or low-skilled jobs, that the income of victims was low.

The New Responses survey (1979) reported on race of victims. Whites made up 49% of the respondents, but accounted for 64% of the victims; likewise, blacks represented 48% of the sample, and Hispanics, 2%, but accounted for 35% and 1% of the victims, respectively.

Marital Status. Evidence that unmarried women are more vulnerable to harassment than married women is mixed. For instance, more than three-fourths of the 92 female victims in the Working Women's Institute survey (1979) were single, separated, divorced, or widowed—and over half of them the sole support of their families and/or themselves. These high figures undoubtedly are at least partly attributable to the self-selected nature of the sample. In contrast, the majority of the victims in the *Redbook* survey were married (Safran, 1976), and Livingston (1979) found that harassment was not related to marital status.

Attractiveness. Attractiveness as a victim's characteristic has been examined in terms of both physical appearance and personality. Popular opinion is that victims of harassment are physically attractive, though many have described themselves as "fat and 40." Gutek and Nakamura examined this issue by asking respondents to evaluate their physical attractiveness in general, compared with others at work, and to the opposite sex. In one study (Gutek and Nakamura, 1980), people who rated themselves as physically attractive were more likely to report demands that linked dating or sex to job consequences than were people who described themselves as less attractive. In their second study, 73% of the women who rated themselves very attractive reported at least one incident involving the five social-sexual behaviors studied, compared with 33% of the other female respondents.

This same set of studies also asked respondents to evaluate the pleasantness of their personalities. In both, women who described their personalities as attractive reported more of all types of social-sexual behaviors.

Years of Employment. Livingston (1979) found no relationship between experience of sexual harassment and this factor.

In summary, there is some evidence that female victims of harassment tend to be young, attractive, and working in low-status (and traditionally female) occupations, but the most that safely can be said is that women of all ages and skills, married and unmarried, working in all occupations, have been victims of harassment. The picture of male victims is far less clear.

Characteristics of Harassers

Writers have also speculated about—and researchers examined—characteristics of harassers, usually in terms of gender, age, and job status, occasionally by marital status, attractiveness, and length of acquaintance with the victim. One study (Gutek, Nakamura, et al., 1980) has attempted to examine harassers in terms of victims to see if any patterns exist.

Gender. For some, the question of gender has been simple: since they define sexual harassment as heterosexual behavior directed at women, the harasser, by definition, is male. The one controlled study that included both men and women asked only about heterosexual harassment. The *Impact Journal* survey ("Sexual Harassment Rampant at HUD," 1979) noted that nearly 11% of the incidents reported by the 63 female victims had been initiated by female coworkers.

Age. Typically, male harassers have been thought to be older than their female victims, and some surveys have given evidence of this. The *Working Women's Institute* (1979), for example, reported that male harassers averaged 14 years older than their victims, and the victims identified in the *Redbook* survey (Safran, 1976) described their male harassers as "too old" to be considered prospective partners. Female victims in the study by Gutek, Nakamura, and their associates (1980) described male harassers as "somewhat older" (modal age group 40-49), while male victims described their female harassers as relatively young.

Job Status. A narrow definition of sexual harassment, that harassment involves behavior exhibited by someone in a position to help or hurt the job, suggests that the harasser is a supervisor or other superior.

Several surveys and studies have given evidence that harassers are their victims' bosses. In the Working Women's Institute survey (1979), for example, 79% of the harassers had the power to fire or promote the victims. Similarly, the typical harasser in the *Impact Journal* survey ("Sexual Harassment Rampant at HUD," 1979) was the victim's immediate boss, and 25% of the incidents were initiated by superiors further up the hierarchy.

In the study by Gutek, Nakamura, and their associates (1980), females reported more of each of five types of social-sexual behavior being initiated by their supervisors than did males. The extent to which the five types of behavior were initiated by supervisors ranged from 14% for males reporting positive comments to 73% for women reporting requests for sexual activity tied to job consequences.

Generally, the more involving and demanding the behavior, the greater the percentage of supervisor-initiated behavior.

Marital Status. Several surveys have found that the male harasser is more likely to be married (Gutek and Nakamura, 1980; Safran, 1976; Working Women's Institute, 1979).

However, as Gutek and Nakamura suggest, the tendency of male perpetrators to be married may simply reflect the higher number of married men in the population.

Attractiveness. In the study by Gutek, Nakamura, and their associates (1980), male victims tended to describe their female harassers as relatively attractive, while females tended to describe their male harassers as less attractive. Victims in the *Redbook* survey (Safran, 1976) frequently described their harassers as "too unattractive."

Length of Acquaintance. Gutek, Nakamura, and associates (1980) also examined harassers in terms of length of acquaintance with the victims. Generally, male victims had not known their female harassers for a long time; there was no trend for female victims.

In summary, findings indicate that male harassers tend to be married, older than their victims, somewhat unattractive, and their victims' supervisors. However, it is clear that many harassers are unmarried, attractive, coworkers or subordinates. Study of female harassers has been too limited to make generalizations.

Effects of Harassment on Women

A number of writers and researchers have described the effects of sexual harassment on the victim's emotional and physical health. Although a few victims report feeling flattered (see, e.g., Carey, 1977; Safran, 1976), most report negative emotions including humiliation, isolation, guilt, and fear (see, e.g., New Responses, 1979; Safran, 1976; Working Women's United Institute, 1975). Nearly all (96%) of the 92 victims surveyed by the Working Women's Institute (1979) had suffered some kind of emotional stress (nervousness, fear, anger, and sleeplessness), and 63% had experienced physical symptoms in the form of headaches, nausea, and weight change.

The latter survey also confirmed an earlier Institute finding (Working Women United Institute, 1975) that harassment affects the victims' work and their attitudes toward work; 83% of the victims said the experience had interfered with their job performance, reporting that they had been distracted, spent time looking for ways to avoid the harasser, and lost self-confidence and enthusiasm for work.

Responses to Harassment and Effects of Responses

Women who experience sexual harassment respond in a number of ways: by attempting to handle the problem themselves (by ignoring the behavior, avoiding the harasser, or asking the harasser to stop); by complaining through channels; by transferring or quitting; and by acquiescing. There is no clear picture of the number who take the latter course; the *Impact Journal* survey ("Sexual Harassment Rampant at HUD," 1979) reported that 30% of the 63 female victims surveyed had cooperated, while only 1% of the Federally employed women in the New Responses survey (1979) reported having given in.

Most victims deal with the behavior by attempting to avoid the harasser or telling him to stop (see, e.g., the New Responses survey). Few, it appears, report the behavior or initiate grievance procedures, giving various reasons for failing to do so. For example, of the more than 100 victims in the Working Women United survey (1975), only 18% had complained through established channels; those who had not cited as reasons their beliefs that nothing would be done, their complaint would be treated lightly, they would be ridiculed or blamed, or there would be negative consequences. In the New Responses survey (1979) only 13% of the victims had reported the incident (usually to a supervisor or coworker) and only 4% had initiated a formal grievance action.

Some women deal with harassment by removing themselves from the situation altogether. In Carey's (1977) survey, for instance, 16% had left a job because of harassment; and 13% of the victims employed by the state of Illinois (Sangamon State University, 1979) had either quit or requested a transfer.

The victims' fear of negative job consequences if they refuse demands appears to be well founded. Women report such consequences as withheld promotions, poor performance evaluations, and less desirable work (see, e.g., New Responses, 1979; "Sexual Harassment Rampant at HUD," 1979; Working Women United Institute, 1975). Not surprisingly, negative consequences are reported more frequently in surveys involving self-selected samples of women who may have been inclined to participate in the survey because they had been strongly affected by their experiences. Of the 92 victims filling out the Working Women's Institute questionnaire (1979), for instance, 66% reported having been either fired or pressured into resigning, whereas only 6% of the Illinois State employees (Sangamon State University, 1979) had been involuntarily transferred or fired for noncompliance.

Likewise, the victims' failure to complain through established channels appears understandable. Few are satisfied with the disposition of the case (New Responses, 1979); many report that no action was taken and that the situation did not change or became worse (see Carey, 1977; New Responses, 1979; Working Women United Institute, 1975).

Workplace Characteristics

A number of writers have addressed the issue of workplace characteristics as related to the incidence and nature of harassment, with many suggesting that harassment is most common among women working in traditionally male jobs. Both Martin and Fein (1978) and Gutek and Nakamura (1980) believe it likely that harassment varies among different workplaces and have taken a broad approach to the issue.

Terming the study of the social context in which men and women interact at work "the most important direction for research," Martin and Fein suggest that harassment might fruitfully be studied in terms of several workplace factors: power, specifically the relationship between harassment and the degree of the supervisors' power to hire and fire as well as the disparity of power between male supervisors and female employees; contact and visibility among employees, to see if opportunities for contact between the sexes, for private encounters, and for isolated contact lead to harassment; the ratio between male and female workers, to determine whether harassment has a different character and is more likely where males predominate; occupational and organizational norms that may predispose workers in certain jobs to harassment or may attract certain kinds of workers who tend to be more tolerant of harassment; job function, to examine the relationship between harassment and jobs requiring women to serve as surrogate wives and mothers; opportunity structure, to see if women whose skills are valued, unique, or such that they are likely to find other positions, and women able to leave the workplace altogether, are less vulnerable to harassment, and also to see if a tight job market increases vulnerability; and availability of grievance procedures.

Gutek and Nakamura (1980) also have addressed most of these aspects of the workplace. They suggest that propinquity of workers, powerlessness in the immediate job or job market, employment in jobs that are traditionally male or traditionally female, and work environments in which attention is constantly called to sexuality (e.g., by joking and comments), female workers are expected to wear skimpy clothing, and a macho image is encouraged in men or a helpless image in women are related in some way to incidence and feelings of harassment.

Examination of workplace factors has been very limited, but a few researchers have studied several of the factors, directly or indirectly. Findings related to incidence among women in traditionally female or traditionally male jobs were discussed earlier. Workplace atmosphere has been examined in several ways. One is through the descriptions of their workplaces given by victims. Carey (1977) has done the most work in this area, asking 401 working women, all victims of harassment, questions that could reflect sexism and discrimination in their workplaces. No clear pattern appeared in the responses. For instance, 12% of the women had been passed over for a job in favor of a male, and three-fourths of them thought it was because of his being male—but 30% had been passed over by a female, and most of them thought it was because the woman was better qualified. On the other hand, 42% reported that men had taken credit for work women had done (but half that number said women had done the same thing).

Another way of looking at workplace characteristics is through attitudes shown toward harassment in general and complaints of harassment. Harassment could be expected to be more common where incidents are treated lightly and complaint procedures are ineffective, but there is little research to go by. Victims in the *Redbook* survey (Safran, 1976) said harassment frequently was treated as a joke in their offices, and, as noted earlier, complaints frequently produce no action or result in negative consequences. But incidence among workplaces with variously effective complaint procedures has not been compared.

A third way of looking at the workplace is through organizational policies governing harassment: Do organizations have them? Are workers aware of them? How easy is it for people who feel harassed to file a complaint? Again, few studies have addressed these questions. Lang (1978) is one of the few researchers who has reported on the impact of company statements on harassment. Her sample was very small (only 20 women, one-fifth of those originally asked to fill out her questionnaire), but her conclusions were interesting: "The companies and workplaces of the 12 women victims did not for the most part have procedures for filing complaints or guidelines to discourage harassment. Those that did fell under EEOC or had initiated procedures and guidelines only after they had been sued for discrimination by an employee." Lang further reported that "women who worked for companies that discouraged harassment were the women who had the least problem in dealing with it." Carey (1977) reported that the companies of one-third of her 401 victims did not have policies governing sexual harassment (and another third of the victims did not know whether their companies had policies or not). As to the experiences of victims when they do complain through formal channels, the negative consequences many encounter were described earlier. In addition, the complainant may be told not to take the incident seriously (Carey , 1977) or may find the process time consuming (New Responses, 1979).

Conclusion

A great deal has been written about sexual harassment. The value of much of the literature rests primarily in providing a background against which the topic can be studied. Little scientifically controlled research has been undertaken, and it is impossible to gain a clear picture of the problem from these few because the study results often are not comparable. Further, research has only begun to address all the aspects of the phenomenon.

What has been established is that sexual harassment is a problem encountered by a significant number of women. The most common forms of harassment are comments and nonverbal behaviors such as gesturing and touching; far less common are instances of attempted or actual rape or sexual assault. It is not uncommon for harassment to be in the form of demands tied to negative job consequences if rejected or to positive consequences if accepted.

Victims often are young and working in low-status occupations, but it is clear that women of all ages, both married and unmarried and working at all levels in a range of jobs, experience harassment. Victims respond in a variety of ways, most often by ignoring the behavior, attempting to avoid the harasser, and/or asking the harasser to stop; some leave the situation altogether by transferring or quitting. Few victims report the incidents or file formal complaints; those who do get little help and sometimes suffer negative consequences as a result. The experience frequently has a negative emotional and physical effect on the victim and may diminish job performance.

Little is known about the harassment of men or same-sex harassment. Nor is much known about the way different factors in the workplace influence the incidence and nature of harassment.

A variety of explanations for harassment have been advanced. Many theorists hold that it is a manifestation of power having little to do with sex. It also has been viewed as an example of the typical type of male-female interaction in our society, whereby women exchange sexual services for economic security. Another theory is that harassment represents an inappropriate blending of sex roles and work roles. A variety of remedies also have been advanced—from resocialization of workers to legal remedies and penalties for harassers.

The study reported in this document provides a great deal of information helpful in understanding the nature of harassment and testing the theories. It is the largest statistically controlled study of the topic ever conducted, the only one conducted on a nationwide sample. Many issues are addressed and some questions are answered. It will be the task of researchers who follow to continue interpretation of the data collected and pursue other aspects of the problem, so that one day sexual harassment in the workplace will be understood—and eliminated.

Appendix H

Annotated Bibliography

General Theory and Analysis

Association of American Colleges, Project on the Status and Education of Women. *Sexual Harassment: A Hidden Issue.* Washington, D.C. (1818 R St., N.W.): Association of American Colleges, June 1978. (7 pages)

This report focuses on sexual harassment of working women and female university students. After discussing a definition of sexual harassment and examining its extent in the workplace and on campuses, the report looks at reasons women may be reluctant to complain, formally or informally. Title VII of the 1964 Civil Rights Act and Title IX of the Education Amendments are discussed as remedies, and some other legal issues are noted. The report concludes with a discussion of actions institutions might take to deal with sexual harassment.

Backhouse, Constance, and Cohen, Leah. *The Secret Oppression: Sexual Harassment of Working Women.* Toronto: Macmillan of Canada, 1978. (208 pages)

This book opens with a series of case studies showing that women in all occupations are victims of sexual harassment.

Backhouse and Cohen argue that sexual harassment, like rape, is not so much an expression of sex as of power. They present a history of harassment and examine attitudes prevalent in personnel management and unions toward women and sex in the workplace. They also examine the effectiveness of laws, including civil tort procedures and suits under Title VII of the Civil Rights Act. The book concludes with chapters on personal solutions, action plans for management and unions, and societal solutions.

Bularzik, Mary. Sexual Harassment at the Workplace: Historical Notes. *Radical America,* July/August 1978, 12(4), pages 25-43.

Bularzik argues that sexual harassment is a form of violence used, like rape and wife battering, as a mechanism of social control; specifically, harassment is a means of controlling women's access to certain jobs, of limiting women's job success and mobility, and of compensating men for powerlessness in their own lives. To support her argument, Bularzik examines the incidence of sexual harassment during the late 19th and early 20th centuries, a time when women entered the work force in great numbers. Her central thesis is that sexual harassment grew out of men's hostility to women entering a domain they had previously had to themselves. Bularzik also looks briefly at union attitudes and actions.

Evans, Laura J. Sexual Harassment: Women's Hidden Occupational Hazard. In Jane Roberts Chapman and Margaret Gates (Eds.), *The Victimization of Women.* Beverly Hills: Sage Publications, 1978, pages 203-223.

The author traces myths about women's feelings toward male sexual aggression and examines them in light of the results of several informal surveys of women. She argues that sexual harassment plays on the basic contradiction posed for women: self as a sexual being vs. self as a worker. In other parts of the essay, she examines public policy toward sexual harassment, with particular focus on litigation under Title VII of the 1964 Civil Rights Act. She also discusses harassment of men as well as homosexual harassment.

Farley, Lin. *Sexual Shakedown: The Sexual Harassment of Women on the Job.* New York: McGraw-Hill, 1978. (228 pages).

Farley defines sexual harassment as "unsolicited nonreciprocal male behavior that asserts a woman's sex role over her function as a worker." She traces its development to the growth of capitalism and claims that sexual harassment is the way capitalism and patriarchy converge to be mutually reinforcing of women's status in the labor force. In this context sexual harassment is a tool by which men keep women in their place. The book is primarily consciousness raising in approach; many case histories documenting incidents are presented. Farley briefly describes legal remedies, but notes that they are time consuming and frequently do not work well. She discusses the roles of employers and unions and concludes by advocating that women organize in the workplace, publicizing the issue through the press and other media.

Gutek, Barbara A., and Nakamura, Charles Y. *Sexuality, Sex Roles and Work Behavior.* Draft, University of California at Los Angeles, August 1980, (18 pages).

These authors look at heterosexual harassment of men and women as a range of behaviors on a continuum of sexuality in the workplace. They present a typology of behaviors categorized as those exhibited primarily to get attention and those requiring compliance as a condition of work and examine conditions under which these behaviors are viewed by initiators and recipients as harassment. They also discuss possible negative consequences of sexually focused behavior on women and organizations, concluding with a discussion of why sexuality is a factor in the workplace and how harassment might be minimized. The authors draw on information gained from several of their own studies as well as other published literature to support their discussion.

Mead, Margaret. A Proposal: We Need Taboos on Sex at Work. *Redbook,* April 1978, pages 31-33; 38.

The late Margaret Mead argued that "it isn't more laws that we need now, but new taboos." She defined taboos as internalized prohibitions against behavior which "is unthinkable and which affirm what we hold most precious in our human relations." While earlier taboos governed relations between men and women in the home, there are no comparable taboos governing relations between men and women on the job. Mead claimed that we are in a period of transition that requires the development of "decent sex mores in the whole working world." Citing recent developments in coed dormitories, she noted that an informal taboo had developed—a prohibition against serious dating among those who live in the same dormitory. She saw this as a positive step toward developing the new taboo in the workplace: "You don't make passes at or sleep with the people you work with."

Silverman, Dierdre. Sexual Harassment: Working Women's Dilemma. *Quest: a feminist quarterly,* Winter 1976-77, 3(3), pages 15-24.

Silverman argues that sexual harassment is a feminist issue because it is a widespread phenomenon and an issue that ties together women's experience as workers and as women in this society. She presents prostitution as the paradigm for all male-female relationships and contends that sexual harassment is one form of this financial/sexual transaction. Data from a 1975 survey are cited as statistical support for the arguments. Silverman advocates workplace organizing and public education as means of combating the problem.

Somers, Patricia A., and Clementson-Mohr, Judith. Sexual Extortion in the Workplace. *The Personnel Administrator,* April 1979, pages 23-28.

This article presents a brief overview of the topic of sexual harassment and cites statistics indicating its extent among women workers. The authors conclude with a discussion of the costs of sexual harassment to victims and employers.

Studies and Surveys

Benson, Donna Joan, and Thomson, Gregg E. *Sex, Gender and Power: Sexual Harassment on a University Campus.* Working Draft, University of California, 1979. (34 pages)

This study explored the sociology of sexual harassment and its consequences in a university setting. Questionnaires were sent to a random sample of 400 female students in their senior year; of the 269 who responded, 55 reported having been sexually harassed by one or more male instructors at the university. On the basis of detailed reports of incidents from 50 respondents, the researchers identified two forms of sexual harassment. In the milder form, the unwanted attention came from an instructor upon whom the victim was not heavily dependent and whom she could avoid without much cost to her psychologically. In the severe form, attention came from an instructor with whom there was a prior dependent relationship; in this case, the victim suffered in several ways, including loss of self confidence in her profession and loss of trust of male instructors in general.

Carey, Sandra Harley. *Sexual Politics in Business.* Unpublished paper, University of Texas at San Antonio, 1977. (4 pages)

Carey sought to determine the presence, extent, and handling of sexual politics in the workplace. Four hundred and one working women, all acquaintances of the interviewers, were interviewed in their homes. A quota sample was used to obtain a balanced representation of occupations. The study also asked about a variety of attitudes toward and experiences in the workplace, e.g., would the women prefer to work for men or women, should women use sexual attractiveness as a means to get ahead.

Gutek, Barbara A., Nakumura, Charles Y., Gahart, Martin, Handschumacher, Inger, and Russell, Dan. Sexuality and the Workplace. Paper prepared for publication in *Basic and Applied Social Psychology,* October 1980, 1(3). (25 pages) (Also, Gutek and Nakamura, University of California at Los Angeles, Paper presented at the annual convention of the American Psychological Association, New York, September 1-5, 1979; 26 pages).

This study, conducted in 1978, explored the incidence of and reaction to five basic social-sexual behaviors in the workplace: comments of a sexual nature perceived as positive; comments perceived as negative; nonverbal behaviors such as leering, gesturing, or touching; and requests for dates or for sexual activity with the understanding that refusal would hurt and compliance would help the job situation. University students conducted 30-minute telephone interviews with 399 men and women 18 years or older whose phone numbers had been chosen via stratified systematic sampling from Los Angeles phone books. Among the factors analyzed were age, attractiveness, length of acquaintance with, and supervisory status of harassers.

Hooven, Martha, and McDonald, Nancy. Understanding Sexual Harassment: The Role of Capitalism. *Aegis,* November/December 1978, pages 31-35.

This article focuses on how conditions of work under capitalism are a factor in women's vulnerability to sexual harassment. Because of women's powerlessness in the workplace, the authors argue, women learn to tolerate sexual harassment to keep their jobs. They assert that capitalism rests on the necessity of convincing a large portion of the population that they are inferior, hence creating internal acceptance of oppression. They pose the question. Is women's inferior status in the workplace inherent to capitalism, or is it possible to alter that status under capitalism?

Martin, Susan E. Sexual Politics in the Workplace: The Interactional World of Policewomen. *Symbolic Interaction,* Spring 1978, 1(2), pages 44-60.

This article describes attitudes toward and treatment of women officers by male coworkers and administration in the Washington, D.C., police force. The author explores the implications for women officers by concentrating on the behaviors men exhibit that serve to keep women aware of their status and isolate them from the informal information-sharing networks vital to an officer's ability to perform jobs well and advance within the hierarchy. She uses examples drawn from personal observations to illustrate her points.

Martin, Susan E., and Fein, Sara Beck. *Sexual Harassment in the Workplace: A Problem Whose Time Has Come.* Paper prepared for presentation at the annual meeting of the Society for the Study of Social Problems, September 2, 1978. (17 pages)

This paper's goal is to establish sexual harassment as a legitimate area of study by sociologists. Martin and Fein review the literature, suggest research topics, and explore methodological problems. They conclude that organizational studies designed to consider the social context in which men and women interact is the most important direction research can take. They suggest that these studies examine such variables as power relations, contact and visibility, ratio of male to female employees in the work setting, occupational and/or organizational norms, job function, opportunity structure, and availability of grievance procedures.

Kelber, Mim. Sexual Harassment . . . The UN's Dirty Little Secret. Ms., November 1977, pages 51, 74.

Kelber reports on a questionnaire survey of 875 male and female employees in professional and general service jobs at the United Nations, conducted by the Ad Hoc Group on Equal Rights for Women. Results are reported in terms of numbers who either had at some time experienced sexual pressure while working at that organization or were aware that such pressure existed at the organization.

Lang, Cynthia G. *The Sexual Harassment of Working Women*. Unpublished paper, 1978. (14 pages)

This small, informal survey explored the incidence of sexual harassment of women in the labor force, the forms this harassment takes, and the effects it has on the careers and personal lives of the recipients. One hundred questionnaires were randomly distributed to women workers in the Federal Government and private industry; the replies of the 20 who responded formed the basis of the report. By having the women select stereotyped roles they might feel pressured to conform to, Lang explored the possibility that women who feel harassment would be more likely to be cast in the roles of "sex object" or "iron maiden/libber" by coworkers. Evidence that women who worked in companies that discouraged harassment had the least problem dealing with such behavior led her to conclude that the best way to contain it is through effective management.

Livingston, Joy. *Sexual Harassment of Working Women*. Summary results, Unpublished master's thesis, University of Vermont, 1979.

This study was designed to explore incidence of, attitudes toward, and strategies for dealing with sexual harassment.

A questionnaire asking respondents to react to hypothetical situations involving four types of behavior and four different status relationships was mailed to the 980 female faculty and staff of a mid-sized state university; 114 responded. Analysis of free responses suggested a typology for dealing with actual incidents: (1) ignoring or (2) acting, by (a) dealing with the behavior alone (the victims changing her behavior, avoiding the harasser, or leaving the job), (b) involving people other than herself and the man (reporting the incident to authorities, pursuing legal action, or publicizing the behavior), or (c) dealing directly with the harasser (distracting him, tolerating the behavior, objecting verbally, or physically fighting back).

New Responses, Inc. *Report on Sexual Harassment in Federal Employment* (prepared by Mary Ann Largen). Arlington, Va., (P.O. Box 6114): New Responses, Inc., 1979. (6 pages)

This survey sought to determine the incidence and impact of sexual harassment in three Federal Government departments. Two hundred fifty employees attending New Responses workshops at the invitation of the employing agency were asked to participate; 198 (98% female) complied. Results are reported in terms of characteristics of victims and consequences.

Safran, Claire. What Men Do to Women on the Job: A Shocking Look at Sexual Harassment. *Redbook*, November 1976, pages 149, 217-223.

In this self-selected survey, 9,000 women returned a questionnaire published in the January 1976 *Redbook*. The majority of respondents were married, young (twenties and early thirties), in white collar jobs, and earning \$5,000 to \$10,000 a year—but the range in age, and occupation was great. This early survey first brought the problem of sexual harassment to national attention.

Sangamon State University, Center for Policy Studies and Program Evaulation. *Study of Unwanted Sexual Attention Received by Female State Employees: Preliminary Data*. Springfield, Ill.: Sangamon State Unversity, 1979.

The final report of this study involving female employees in 51 Illinois State departments, agencies, boards, and commissions is currently being prepared. Questionnaires asking about experiences of harassment on the current job were sent to 4,859 women (15% of the population), who ranged in age from 18 to 70. The preliminary report, based on 1,495 replies, gives information on incidence of various forms of harassment, responses of consequences to victims.

Sexual Harassment Rampant at HUD. *Impact Journal*, July/August 1979, VII (11 & 12), pages 1, 5,7.

The questionnaire used in this survey appeared in the May/June 1979 issue of the *Im-*

pact Journal, a bimonthly subscription newsletter. Readers who also were employees of the U.S. Department of Housing and Urban Development were asked to fill out the questionnaire and return it. The article is based on the responses of 63 women who indicated they had been sexually harassed on their jobs at HUD; no information is given on how many questionnaires were returned. This survey was instrumental in focusing attention on harassment in the Federal workplace.

Working Women's Institute. *Responses of Fair Employment Practices Agencies to Sexual Harassment Complaints: A Report and Recommendations* (Research Series, Report No. 2, prepared by Sherry Lederman and Peggy Crull). New York (593 Park Avenue): Working Women's Institute, Fall 1978. (6 pages)

This report gives the results of a 1977 survey of 540 state and local civil rights enforcement agencies throughout the country. The agencies were asked about their practices and observations regarding sexual harassment complaints. Of the 74 agencies responding, only 15 provided actual or estimated figures on the number of complaints received between 1974 and February 1977; another 41 had received complaints but were unable to provide statistics. The report concludes with recommendations for future action and procedures for such agencies.

Working Women's Institute. *The Impact of Sexual Harassment on the Job: A Profile of the Experiences of 92 Women* (Research Series, Report No. 3, prepared by Peggy Crull). New York (593 Park Avenue): Working Women's Institute, Fall 1979. (8 pages)

This report describes the responses to a questionnaire survey of 92 women who had written the Working Women's Institute that they had experienced sexual harassment on the job. An analysis of demographic characteristics is provided, and the women's experiences are reported in terms of the nature of the experience, harasser characteristics, victim responses and the effects of the responses, consequences, and the impact on the victims economically, psychologically, physically, and their subsequent efforts to obtain employment.

Working Women United Institute. *Sexual Harassment on the Job: Results of Preliminary Survey* (compiled by Lorraine Hodgson). New York (593 Park Avenue): Working Women United Institute, 1975. (2 pages)

Respondents in this early survey were 155 women (aged 19 to 61) who either attended a meeting on the topic of sexual harassment sponsored by Working Women United or were members of a civil service employees union. Victims are described in terms of occupation, responses, and consequences.

Mass Media Articles

Berns, Walter. Terms of Endearment: Legislating Love. *Harpers*, October 1980, pages 14-16; 18; 20.

Berns looks at the EEOC Guidelines on sexual harassment and court cases that have arisen—or may arise—from litigation under Title VII of the Civil Rights Act. He fears the Guidelines may lead to further regulations and argues that the Federal Government should not be involved in regulating sexuality in the workplace.

Cadden, Vivian. Romano v. Lehat. *Rights*, July 1980, pages 3-6.

Cadden describes the experiences of a female clerk typist who filed suit against her male boss on grounds of sexual harassment.

Etzcorn, Pamela. Dealing with Sexual Harassment. *Women's Work*, September/October 1979, (pages 11-14; 45)

This article recapitulates the problems confronting women who are harassed—women remain silent for fear of losing their jobs or ruining their reputations and employers remain unsympathetic. Etzcorn advocates that women not remain silent and notes that "the key to exposing sexual harassment in the workplace is the immediate reproach." She concludes with advice offered by the Washington, D.C., Rape Crisis Center: document every act of harassment; talk to friends and family about the abuse; if people are present during the harassment, make sure they know it happened; check with other women workers to ascertain if the harasser has propositioned anyone else; meet with company officials to review the complaint.

Feld, Andrea. Office Politics: A Game of Strategy. *Today's Secretary*, February 1979, pages 7-10.

Feld offers advice to women who are trying to play corporate games to get ahead. In the section on sex discrimination and sexual harassment, she stresses that women should not ignore harassment, that they should confront it directly. She recommends that if fired the victim use Title VII to regain the position or to collect back pay. For pursuing a legal suit, she advocates that the victim document her case thoroughly.

Friedman, Karen. AFSCME Targets Fight Against Sexual Harassment. *Public Employee*, August 1980, page 10.

This article describes the involvement of AFSCME, a union for state, county, and municipal workers, in activities related to sexual harassment, including assertiveness training for members and development of a booklet detailing what unions can do to deal with the problem.

Lindsey, Karen. Sexual Harassment on the Job. *Ms.*, November 1977, pages 47-48.

This article opens with a series of case histories that show women in all job categories experience sexual harassment. The work of the Alliance Against Sexual Coercion and the Working Women's Institute is reviewed, and comentary is provided on recently published literature.

Pogrebin, Letty Cottin. Sex Harassment: The Working Woman. *Ladies Home Journal*, June 1977, page 24.

Pogrebin likens sexual harassment to rape in that both are "unwanted violations of a woman's sexuality, personal privacy and human dignity." She suggests that a lack of penalties for employers and supervisors is one indication of societal attitudes toward the behavior and notes that employers tend to treat the behavior as trivial.

Rivers, Caryl. Sexual Harassment: The Executive's Alternative to Rape. *Mother Jones*, June 1978, 3(5), pages 21-22; 24; 28-29.

Rivers discusses the situation women find themselves up against: management that ignores the problem, pressures on women to remain silent, and inferences that a woman is more expendable to the company than the harasser. She notes that women who quit jobs to escape harassing situations may have difficulty convincing state employment agencies of their eligiblity for unemployment benefits. She argues that if women complained in greater numbers, it would be easier to convince management that sexual harassment is a serious problem.

Sexual Harassment Lands Companies in Court. *Business Week*, October 1, 1979, pages 120-122.

This article focuses on the findings in the Heelan v. Johns-Manville case, wherein the defendent settled out of court with the defendent for $100,000. Despite the Heelan decision, the author maintains that sexual harassment cases are difficult to win because the victim must prove she was coerced, that she resisted, that her refusal had a negative impact on her job, and that no members of the opposite sex were coerced.

Shank, Kathy. Sexual Harassment: In the Classroom ... On the Job. *Sister Courage*, May 1978, pages 8-9.

This is a two-part article. "In the Classroom" reviews the case of a single mother who was approached by her professor. When she refused his sexual advances, he became verbally abusive; when she took a required course with that professor, she failed; when she applied to law school, he supplied an unsolicited and unfavorable recommendation. "On the Job" is an interview with four female factory workers who were harassed by a male supervisor and filed a grievance with the union. Though the union asked the supervisor to apologize, no other action was taken against him. The women found the procedure humiliating and frightening, but hope their experience will encourage other women to file grievances.

Skrocki, Merrill Rogers. Right Now: Sexual Pressure on the Job. *McCalls*, March 1978, page 43.

This article reviews the services offered by the Alliance Against Sexual Coercion and the Working Women's Institute—counseling and advocacy. Both WWI and AASC recommend that women keep written documentation of harassment in case they decide to file suit.

Sullivan, Allanna M. Women Say No to Sexual Harassment. *Coal Age*, August 1979, pages 74-81.

The author examines the experiences of and the remedies available to women coal miners who are sexually harassed on the job. The material corroborates findings on women in other job categories, but especially in those viewed as nontraditional job categories: women face open hostility in the form of both verbal and physical abuse. Women find that neither the coal companies, the unions, nor their male coworkers offer support, and that victims are discouraged from filing formal complaints.

Tillar, Darrell Long. Sexual Harassment in Employment: The Double Bind. *Forum*, May 1979, pages 4-5, 12.

This article gives a general discussion of harassment, then examines legal issues.

Tillar, Darrel Long. Sexual Harassment: New Rules to the Game. *Forum*, July 1980, pages 17-19.

Tillar discusses two recent breakthroughs in the area of sexual harassment: the U.S. Court of Appeals ruling in the Miller v. Bank of America case that an employer is liable for the sexually harassing behavior of its supervisors; and the EEOC Guidelines. She also suggests actions employers might take to prevent harassment.

White, Shelby. The Office Pass. *Across the Board*, April 1977, pages 17-20.

White takes the position that the real issue behind sexual harassment is power. While she acknowledges that most of the time it is men who hold the power to hire and fire, and therefore are in a position to coerce women sexually, she concludes that the tables could be turned. She believes that a fixed definition of sexual harassment is inadvisable because what one woman may construe as a compliment, another might consider an advance. White reviews the Title VII case law to examine the remedies available to women and concludes that no firm precedents have yet been set. She notes that women attempting to collect unemployment compensation after quitting a job on the grounds of sexual harrassment are unlikely to be awarded compensation in most states.

Legal Commentaries

General Commentaries

Faucher, Mary D., and McCulloch, Kenneth J. Sexual Harassment in the Workplace—What Should the Employer Do? *EEO Today*, Spring 1978, 5(1) pages 38-46.

This article provides advice to employers who seek to avoid corporate liability due to claims of sexual harassment. The authors note that current interpretation of Title VII actionability is narrow in cases of sexual harassment, but caution that it is only a matter of time before that interpretation broadens, as it has in other areas covered by Title VII. They advise employers to design personnel policies and procedures to protect themselves in this eventuality. The elements of such a preventive program include: developing a clear policy and set of procedures and making them known to employees; providing workable procedural mechanisms; ensuring rapid warning to offending supervisors; allowing complainants to remain anonymous; and having a plan of action for dealing with offenders (i.e., a warning for a first offense, demotion or dismissal for a second offense).

Ginsberg, Gilbert J., and Koreski, Jane Galloway. Sexual Advances by an Employee's Supervisor: A Sex Discrimination Violation of Title VII? *Employee Relations Law Journal*, Summer 1977, 3(1), pages 83-93.

This commentary examines the decisions in the *Corne*, *Miller*, *Barnes*, *Tomkins*, and *Williams* cases and argues that sexual harassment is actionable under Title VII when a supervisor is an upper level official and therefore part of the management hierarchy. The authors also argue that sexual harassment creates an artificial barrier to employment and therefore poses a violation to employee rights. They contend that while an employee should exhaust all in-house mechanisms, these mechanisms must be known to the employees. They also contend that an employee need not be required to prove the employer approved or condoned the behavior.

Goldberg, Alan. Sexual Harassment and Title VII: The Foundation for the Elimination of Sexual Cooperation as an Employment Condition. *Michigan Law Review*, May 1978, 76(6), pages 1007-1035.

This article provides an analysis of the state of the law. Beginning with a history of Title VII, Goldberg notes the 1972 amendment that extended Title VII coverage to Federal employees and establishes that sex need be only one factor in a sex discrimination case. In his examination of case law on sexual harassment Goldberg defines what he sees as the three central legal questions: whether sexual harassment is a basis for a charge of sex discrimination, whether a plaintiff must establish that the behavior is a reflection of employer policy or practice, and whether a supervisor can be viewed as an agent of the employer.

Goodman, Jill Laurie. Women's Work: Sexual Demands on the Job. *The Civil Liberties Review*, March/April 1978, 4(6), pages 55-58.

Goodman examines the two theories connected to the phrase "condition of employment." She believes the courts have established that sex as a requirement of holding a job is a violation of Title VII. However, the argument that an employee has a right to work in an environment free from emotional and physical harm is not yet accepted for sexual harassment cases, although there are ample precedents for this interpretation in racial discrimination litigation. Goodman argues that sexual harassment is a product of a history that has left women in a position of economic inferiority and that sexual coercion is an outgrowth of the social history and reinforces stereotypes of women. She calls for women to organize to make legal and other remedies work.

MacKinnon, Catharine A. *Sexual Harassment of Working Women: A Case of Sex Discrimination.* New Haven, Conn.: Yale University Press, 1979. (312 pages).

MacKinnon contends that sexual harassment of women in the workplace is sex discrimination in employment because it undermines women's potential for social equality in two interconnected ways: by using her employment position to coerce her sexually, while using her sexual position to coerce her economically. The author advances a legal theory allowing the use of the Equal Protection Clause of the 14th Amendment and Title VII of the Civil Rights Act of 1964 to establish sex discrimination in cases of sexual harassment. She offers two legal perspectives from which to use these two statutes: sex differences and sex inequality. Under the differences approach, sexual harassment is sex discrimination because it differentially injures one gender group in employment. Under the inequalities approach, sexual harassment is sex discrimination because it is seen to disadvantage women as a group within a context in which women's sexuality and economic survival have been structured to women's detriment. MacKinnon prefers the inequalities perspective because it "implicitly centers upon the analysis that discrimination consists in the systematic disadvantagement of social groups." She focuses on the two arguments used to disallow sexual harassment as a violation of Title VII: that it is personal, an expression of individual urge, and therefore not gender based; and that sexual interaction between men and women is a biological reality and therefore natural and inevitable whenever men and women come together. She claims that both arguments serve to trivialize the experience of women.

Nardino, Marie. Discrimination: Sex—Title VII—Cause of Action. *Seton Hall Law Review* 1978, 9(1), pages 108-129.

Nardino focuses on the significance of the *Tomkins* appellate court reversal and the logic of that court in establishing sexual harassment as actionable under Title VII.

Rhodin, Nancy K. Comment: Employment Discrimination—Sexual Harassment and Title VII—Female Employees' Claim Alleging Verbal and Physical Advances by a Male Supervisor Dismissed as Nonactionable—*Corne* v. *Bausch & Lomb, Inc. New York University Law Review*, April 1976, 51, pages 148-165.

The central argument in this commentary is that conduct that perpetuates sexual stereotypes in the workplace should be deemed an impermissible condition of employment. Rhodin cites judicial precedent to support this contention. In doing so, she raises the question of the interpretation of the phrase "condition of employment," which she takes to mean an environment harmful to employees. Rhodin believes courts must recognize that women have been treated as inferiors historically and that any behaviors that evoke memories of past subordination are grounds for Title VII action. She notes that employers are responsible for actions of supervisors, whether or not a company policy exists, and believes the question of whether or not benefit accrued to the company as a result of the discrimination is irrelevant.

Seymour, William C. Sexual Harassment: Finding a Cause of Action Under Title VII.

Labor Law Journal, March 1979, pages 139-156.

Seymour develops an argument in favor of sexual harassment being actionable under Title VII by first establishing the incidence, as reported in two surveys. In the second section of the article, he notes that not all states have antidiscrimination laws and plaintiffs may have to resort to "intentional tort" laws (assault and battery, intentional infliction of emotional distress). He then compares the advantages of Title VII suits with those of intentional tort remedies. In tort suits, plaintiffs can file only against individuals; there are no protections against employer retaliation, but the plaintiff can win punitive damages. Title VII provides only for damages due to injuries, but offers stringent protections against employer retaliation. In the third section of the article Seymour offers three essential elements of a *prima facie* case of sex discrimination: that the plaintiff be a member of a protected class, that she be qualified for the job or promotion, and that the employer continued to search for a candidate after denying the plaintiff. In his conclusion Seymour offers guidelines for corporations to avoid liability under Title VII: establish an unequivocal policy against sexual harassment; conduct reviews of supervisory personnel decisions; establish whether the injured employee notified higher management; and take action when a complaint is lodged.

Weisel, Kerri. Title VII: Legal Protection Against Sexual Harassment. *Washington Law Review*, 1977, 53, pages 123-144.

Weisel examines the precept of Title VII—to remove artificial, arbitrary, and unnecessary barriers to employment "on the basis of race, sex, religion and national origin"—in light of five court decisions on sexual harassment. She concludes that these decisions depart from the traditionally expansive definition of discrimination. She examines the arguments used by the courts to dismiss claims: that sexual harassment is not gender-based, but due to personal urges; that supervisors cannot be treated as agents of the employer; and that allowing sexual harassment to be actionable would open up a "floodgate" of litigation. Citing precedents established in other types of discrimination cases, Weisel dismisses all these arguments, suggesting that the "floodgate" theory is a common fear with any emerging law and not a valid argument against using Title VII in sexual harassment cases.

Summary of Legal Case Law

Cornelius, Susan, under the direction of Stewart B. Oneglia, Director, Task Force on Sex Discrimination, U.S. Department of Justice. "Review of Recent Legal Cases on Sexual Harassment," unpublished manuscript, March 1981.[1]

The case law surrounding sexual harassment is relatively new and in some areas yet undeveloped or unresolved. The first cases that were brought alleging that sexual harassment was a violation of Title VII of the Civil Rights Act of 1964 were lost. See, *Corne and Devane* v. *Bausch and Lomb*, 390 F. Supp. 161 (D. Ariz. 1975) vacated and remanded without opinion, 562 F.2d 55 (9th Cir. 1977). *Miller* v. *Bank of America*, 418 F. Supp. 233 (N.D. Cal. 1976); rev. 600 F. 2d 211 (9th Cir. 1979). *Barnes* v. *Costle, 561 F.2d 983 (1977) reversing and remanding Barnes* v. *Train*, 13 F.E.P. Cases 123 (D.D.C. No. 1828-73, August 9, 1974).

Only in the last few years have courts construed Title VII of the Civil Rights Act of 1964 to encompass sexual harassment as disparate treatment on the basis of sex when it operates as a term or condition of employment for a woman. *Barnes* v. *Costle, Id. Williams* v. *Bell*, 587 F.2d 1240 (D.C. 1978), *reversing and remanding Williams* v. *Saxbe*, 413 F. Supp. 654 (D.D.C. 1976) on remand *Williams* v. *Civiletti* 487 F. Supp. 1387 (D.D.C. 1980). *Bundy* v. *Jackson*, D.C. Civil Action No. 77-1359 (D.C. Cir., Jan. 12, 1981). *Tomkins* v. *Public Service Electric and Gas Co.*, 568 F.2d 1044 (3rd Cir. 1977) reversing and remanding 422 F. Supp. 553 (D.N.J., 1976). *Garber* v. *Saxon Business Products, Inc.*, 552 F.2d 1032 (4th Cir. 1977), *reversing and remanding* 14 E.P.D. 7586 (E.D.VA. C.A. No.: 75778-A, March 18, 1976).

In *Barnes* the United States Court of Appeals rejected the conclusion of the District Court that appellant "was discriminated against, not because she was a woman, but because she refused to engage in a sexual affair with her supervisor." *Barnes, supra* at 990. In reversing the District Court the U.S. Court of Appeals determined that "... But for her womanhood, from ought that appears, her participation in sexual activity would never have been solicited.... (S)he became the target of her superior's sexual desires because she was a woman, and was asked to bow to his demands as the price for holding her job. . . .(N)o male employee was susceptible to such an approach from appellant's supervisor." *Id.* In its opinion the Court reaffirmed "that the statutory embargo on sex discrimination in employment is not confined to differentials founded wholly upon an employee's gender. On the contrary, it is enough that gender is a factor contributing to the discrimination in a substantial way." *Id.* See, also *Sprogis* v. *United Airlines, Inc.*, 444 F.2d 1194 (7th Cir.). *cert. denied*, 404 U.S. 991 (1971). Also, *Barnes, supra*, (notes 57-66).

---

[1] This represents the views of the author who is solely responsible for its contents.

It is clear that a relationship between the sexual harassment and the employment must be established to prove a Title VII case. The provision of Title VII that applies to the Federal Government as an employer provides:

> All personnel actions affecting employees . . . in (Federal) executive agencies . . . shall be made free from any discrimination based on . . . sex.
> 42 U.S.C. 2000e-16.

The Court in *Barnes* construed this language, which differs from the nondiscrimination language applicable to private employers, to impose the same legal burden on both Federal and private employers. *Barnes, supra* at 988. The provision of Title VII which applies to private employers states that:

> (i)t shall be an unlawful employment practice for an employer:
> (1) to fail or refuse to hire or to discharge any individual with respect to his compensation, terms, conditions, or privileges of employment, because of such individual's . . ., sex . . . or (2) to limit, segregate, or classify his employees or applicant for employment in any way which would deprive or tend to deprive any individual of employment opportunities or otherwise adversely affect his status as an employee, because of such individual's . . . sex . . . .
> 42 U.S.C. 2000e2(a)

Until the recent U.S. Court of Appeals decision in Bundy, no court had construed the phrase "terms, conditions, or privileges of employment" to extend to non-tangible injury to the victim. Courts, in finding a violation of Title VII, in cases which preceded *Bundy*, identified specific tangible losses or adverse personnel actions taken. In *Barnes*, the victim, after refusing a sexual relationship with her supervisor, was stripped of her job duties and subsequently her job abolished in retaliation. In *Williams* the victim was subjected to retaliation for refusing sexual advances. She received reprimands, was denied information necessary to perform her job and ultimately discharged. In *Tomkins* after being subjected not only to sexual advances by her supervisor but actual physical restraint, the victim immediately transferred out of her office into a lower position. Following her transfer she continued to be subjected to adverse actions including unsatisfactory work evaluations, disciplinary layoffs, and ultimately she was fired. In *Garber*, the victim, a secretary, alleged she was denied a promised raise and subsequently fired for refusing to engage in a sexual relationship with her immediate supervisor.

In each of these cases a tangible employment loss was associated with the refusal of the female employee to engage in a sexual relationship with a male supervisor. In a pre-*Bundy* case, *Heelan* v. *Johns-Manville Corp.*, 451 F. Supp. 1382 (1978) the court held that frequent sexual advances of a supervisor do not form the basis of a Title VII violation. It was the termination of plaintiff's employment that established a Title VII violation thereby making the acceptance of the supervisor's sexual advances a condition of continued employment. *Id.* at pg. 1389 (Note #5).

In light of these cases, the very recent *Bundy* case is a landmark decision in sexual harassment cases though *Bundy* is clearly based in part on Title VII case law. The U.S. Court of Appeals in *Bundy* reversed the District Court which had included in its opinion an express finding that "the making of improper sexual advances to female employees (was) standard operating procedure, a fact of life, a normal condition of employment," and does not violate Title VII "with respect to . . . terms, conditions, or privileges of employment." The issue presented in *Bundy* was whether the nature of the sexual harassment alleged amounted to a term or condition of employment. The Court held that to prove a case of sexual harassment under Title VII it is not necessary to establish a specific denial or loss of a tangible employment benefit. The Court analogized to other "work environment" cases and reasoned that "conditions of employment" include the "psychological and emotional work environment." *Id.* at 13.

What is interesting about *Bundy* is that the facts support plaintiff's allegations that several supervisors in her agency illegally acted to block or delay a promotion to which she was entitled. Though the evidence suggests the Court could have ruled for *Bundy* based on these facts, it extended the *Barnes* holding to circumstances where no tangible employment benefit is lost.

Perhaps the major issue in cases alleging sexual harassment as a violation of Title VII has been the question of the liability of the employer for the conduct of the supervisor and the coworkers. The key to this question may be the distinction between the retaliatory, adverse personnel action and the sexual harassment itself. Where the supervisor is authorized to fire an employee or take or recommend other adverse personnel action, and does so for an improper motive, the act is within the scope of the supervisor's employment and should be attributed to the employer. The unsolicited sexual advances themselves, however, have been, in some cases, considered a frolic of the supervisor for which the employer is not liable.

Cases have turned on whether requiring employees to submit to sexual harassment was a policy of the employer (*Corne* v. *Bausch and Lomb, Inc.*, 390 F. Supp. 161 (D Ariz. 1975), *vacated and remanded without opinion*, 562 F. 2nd 55 (9th Cir., 1977); or whether the employer acquiesced in the conduct (*Garber* v. *Saxon Business Products*, 552 F. 2d 1032 (4th Cir., 1977) *reversing and remanding* 14 E.P.D. 7586 (E.D.Va. C.A. No. 75778-A, March 18, 1976); on whether the employer knew or should have known of the conduct (*Tomkins, supra*); *EEOC* v. *Murphy Motor Freight Lines, Inc.*, 488 F. Supp. 381 (D.C. Minn. 1980); and on whether the employer had a policy against such conduct and a remedial process which plaintiff failed to pursue (*Miller* v. *Bank of America*, 418 F. Supp . 233 (N.D.Cal., 1976), *reversed and remanded*, 600 F.2d 211 (9th Cir., 1979).

In one of the most recently decided cases, however, the Ninth Circuit Court of Appeals, in reversing *Miller, supra*, did apply the principle of respondeat superior, where the adverse personnel action was within the scope of the superior's employment:

> We conclude that respondeat superior does apply here, where the action complained of was that of a supervisor, authorized to hire, fire, discipline or promote, or at least to participate in or recommend such actions, even though what the supervisor is said to have done violates company policy.
> *Miller* v. *Bank of America*, 600 F.2d 211, 213 (9th Cir., 1979).

The court also held that the plaintiff was not required to exhaust remedies available through the company before filing a Title VII complaint. It pointed out that the Federal law includes a time limit (180 days) on filing the complaint with the EEOC and on notice by the EEOC to the respondent (10 days), and that the employer could avoid litigation by informal conciliation after receiving notice of the complaint.

The recently promulgated Equal Employment Opportunity Commission (EEOC) guidelines impose strict liability upon employers for the acts of their agents or supervisors regardless of the knowledge of the employer. Section 1604.11(c).

With respect to coworkers or "others" over which the employer may exercise some degree of control, the guidelines impose a less strict standard of liability which is limited to circumstances "where the employer, its agents or supervisory employees know or should have known of the conduct." Sections 1604.11(d) and (e). In the only case dealing in detail with the issue, a woman engineer at Western Electric was subjected to sexual harassment by coworkers. The court held "top-to-bottom" sex discrimination existed at Western Electric. *Kyriazi* v. *Western Electric, 461 F. Supp 894 (D.C.N.J., 1978). The district court found the coworkers liable for conspiracy to deprive plaintiff of her civil rights under 42 U.S.C. 1985 (3), but this part of the decision was vacated based on a recently decided Supreme Court decision. Kyriazi* v. *Western Electric*, 473 F. Supp. 786 (D.C.N.J., 1979); *Great American Federal Savings and Loan* v. *Novotny*, 442 U.S. 366 (1979).

Though the EEOC guidelines are afforded some weight by the courts and in fact have been relied on in part in Bundy, they do not overrule inconsistent case law nor are they necessarily binding on any court.

It is plausible that a reading of the new EEOC guidelines might lead to this conclusion, but the Court in *Bundy* did not rely on the EEOC's guidelines in extending *Bundy* (a literal reading of the EEOC guidelines suggests that denial of a tangible employment benefit is not necessary to prove a Title VII violation, that an employer's actions or that of its agent, which results in a discriminatory work environment, is sufficient.) The *Bundy* Court looked to numerous cases that found Title VII violations where employers "created or condoned a substantially discriminatory environment, regardless of whether ... any tangible job benefits (were lost) as a result of the discrimination," *Bundy*, at 13-17. The Court concluded that if *Barnes* was not extended, an employer could sexually harass an employee with impunity by stopping just short of any job action.

A final issue addressed in *Bundy* is the burden of proof standard which should be applied in sexual harassment cases under Title VII. The Court of Appeals incorporated the requirements as set out in a Title VII case modified for *Bundy. McDonnell Douglas Corp.* v. *Green, 411 U.S. 792, 802, 805 (1973). The McDonnell* formula was adjusted to *Bundy's* claim as follows:

> To establish a prima facie case of illegal denial of promotion in retaliation against the plaintiff's refusal of sexual advances by her supervisors, the plaintiff must show (1) that she was a victim of a pattern or practice of sexual harassment attributable to her employer (Bundy has, of course, already shown this); and (2) that she applied for and was denied a promotion for which she was technically eligible and of which she had a reasonable expectation. If the prima facie case is made out, the employer then must bear the burden of showing, by clear and convincing evidence, that he had legitimate nondiscriminatory reasons for denying the claimant the promotion. As in *McDonnell*, if the employer successfully rebuts the prima facie case, the claimant should still have the opportunity to prove that the employer's purported reasons were mere pretexts.

Case law in the area of sexual harassment is still developing. At this point it is firmly established that Title VII covers sexual harassment as a form of sex discrimination when made a condition of employment, though what constitutes a condition or term of employment is still being construed. Employer liability for discriminatory acts of its supervisors is generally established, though there is almost no case law on coworker harassment, and none on "others." To date, no court has held a supervisor or coworker individually liable for sexual harassment. In *Kyriazi, supra* where coworker harassment was part of the initial complaint, the employer was held liable because they knew of their employee's activities. See also *EEOC* v. *Murphy Motor Freight Lines, Inc.*, 488 F. Supp. 381 (D.C. Minn., 1980) (race discrimination under Title VII).

Miscellaneous Reports

City of Albuquerque, Human Rights Department. *Overview of Sexual Harassment in Employment: Preliminary Report* (prepared by Frank Miranda and Joyce Rodarte). Albuquerque (Plaza del Sol Building, Suite 703, 600 Second Street, N.W.): City of Albuquerque Human Rights Department, August 1979. (32 pages plus attachments)

This overview of sexual harassment contains a general discussion of the topic; summaries of research studies, complaints filed with state and local human rights agencies, and Federal court cases; lists and descriptions of local, state, and national agencies that address sexual harassment issues; descriptions of city, state, and Federal laws related to harassment; a discussion of actions individuals, organizations, and employers might take to address the problem; and a bibliography. Included as attachments are copies or articles about the topic, agency and court decisions, and testimony of victims of harassment.

Michigan Department of Labor, Office of Women and Work. *Sexual Harassment in the Workplace: A Report to the Public* (prepared for Michigan Task Force on Sexual Harassment in the Workplace). Lansing (Box 30015, 309 N. Washington): Michigan Department of Labor, Office of Women and Work, November 1979. (38 pages)

This report was prepared to help citizens and members of the Michigan legislature evaluate proposed state legislation on sexual harassment. Included are an analysis of the legislation, with recommendations for support/nonsupport and needed amendments, and a summary of harassment incidents described in testimony at public hearings on the topic. Also discussed are activities organizations might undertake to try to eliminate harassment.

University of Michigan/Wayne State University, Institute of Labor and Industrial Relations, Program on Women and Work. *Sexual Harassment in the Workplace* (Report of a conference sponsored by the Michigan Task Force on Sexual Harassment in the Workplace and the Program on Women and Work, October 27, 1979, Detroit; prepared by Patricia Stover and Yvonne Gillies). Ann Arbor (108 Museums Annex): Program on Women and Work, Undated. (69 pages)

The conference that is described in this document was designed to develop policy measures and strategies for a variety of groups, practical measures for responding to sexual harassment, and educational materials on the subject; it also was intended to encourage the use of grievance procedures for dealing with harassment. The report summarizes the major addresses and workshops and presents conference resolutions. Also included are conference handouts on union grievance procedures, personal strategies, and management procedures and practices.

Till, Frank J. *Sexual Harassment: A Report on the Sexual Harassment of Students*. Washington, D.C. (1832 M Street, N.W., Room No. 821): U.S. Department of Education, National Advisory Council on Women's Educational Programs, August 1980. (Part I, 51 pages; Part II, 35 pages)

The purpose of this report was to "convince policy makers that the sexual harassment of students is not only illegal (under Title IX of the Education Amendments of 1972) but a problem serious enough to compel Federal involvement." During the academic year 1979-80, the Council requested descriptive anecdotes from student victims of sexual harassment. The report uses the anecdotes to look at what constitutes sexual harassment and how victims deal with it. The illegality of sexual harassment under Title IX, other legal options for victims, and liability issues are discussed at length. Also included is a description of what institutions are doing about harassment.

Booklets And Guides

Alliance Against Sexual Coercion. *Fighting Sexual Harassment: An Advocacy Handbook*. Cambridge, Mass. (P.O. Box 1): AASC, 1979. (76 pages)

This booklet is intended to help people who work in the social service field recognize and deal with situations of sexual harassment. After a general discussion of harassment, the booklet suggests ways to increase awareness of harassment as a social issue and to publicize the availability of services, discusses counseling of victims, and describes legal options.

American Federation of State, County and Municipal Employees. *Sexual Harassment—On the Job Sexual Harassment: What the Union Can Do*. Washington, D.C. (1625 L Street, N.W.): AFSCME, Undated. (38 pages)

Designed to help AFSCME workers and local unions in dealing with sexual harassment on the job, this booklet briefly discusses the nature and effects of harassment and then describes what the union should and can do to help. Presented in the Appendix are several laws and orders concerning harassment and a discussion of recent court cases. Also provided are samples of a survey, contract language, and policy statements and a bibliography.

Michigan Department of Labor, Office of Women and Work. *Sexual Harassment on the Job: A Packet of Information for Employers* (prepared by Rebecca Aghdai Brown). Lansing (Box 30015, 309 N. Washington): Michigan Department of Labor, Office of Women and Work, Undated. (59 pages)

This booklet was designed to aid employers in their efforts to adopt policy statements and design training programs for personnel who assist victims of sexual harassment.

Bibliographies

Alliance Against Sexual Coercion. *Sexual Harassment: An Annotated Bibliography*. September 1980. (29 pages) (Available from AASC, P.O. Box 1, Cambridge, MA 01239.)

Bennett, Katherine. *Sexual Harassment: An Annotated Bibliography*. Undated. (Available from Program on Women and Work, Institute of Labor and Industrial Relations, University of Michigan/Wayne State University, 108 Museums Annex, Ann Arbor, MI 48109.) (8 pages)

U.S. Department of Labor, Office of the Secretary, Women's Bureau. *Sexual Harassment: Articles, Court Cases, and Resource Groups*. December 1979. (19 pages) (Available from Department of Labor, Women's Bureau, Washington, DC 20210.)

Michigan Department of Civil Rights, Research, Evaluation and Data Systems Bureau. *Sexual Harassment: A Bibliography* (compiled by Beth Stanton). August 1980. (6 pages) (Available from Michigan Department of Civil Rights, 1200 Sixth Street, Detroit, MI 48226.)

University of Michigan/Wayne State University, Institute of Labor and Industrial Relations, Program on Women and Work. *Sexual Harassment in the Workplace: A Bibliography*. 1979. (4 pages) (Available from Library Extension Service, 2360 Bonisteel Boulevard, Ann Arbor, MI 48105.)

Minnesota Department of Employee Relations, Equal Opportunity Division. *Sexual Harassment in Employment* (prepared by Alice Barrie, Women's Liaison). March 1980. (4 pages) (Available from Equal Opportunity Division, Minnesota Department of Employee Relations, 444 Lafayette Road, St. Paul, MN 55101.)

Working Women's Institute. *General Resource Materials.* 1980. (6 pages) (Available from Working Women's Institute, 593 Park Avenue, New York, NY 10021.)

Working Women's Institute. *Legal Material Checklist and Addendum.* February 1979, updated July 1979. (7 pages) (Available from Working Women's Institute, 593 Park Avenue, New York, NY 10021.)

Working Women's Institute. *Sexual Harassment on the Job and in Education: A Comprehensive Bibliography.* Fall 1979. (7 pages) (Available from Working Women's Institute, 593 Park Avenue, New York, NY 10021.)

U.S. GOVERNMENT PRINTING OFFICE : 1981 O - 344-463